

**GRADUATE SCHOOL OF PUBLIC POLICY
UNIVERSITY OF REGINA**

GSPP 811: Non-profit organizations and alternative service delivery
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Time: Tuesday 7:00-9:45
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Students in this course who, because of a disability, may have a need for accommodations, are encouraged to come and discuss accommodations with the instructor, and to contact the Coordinator of Special Needs Services at 585-4631.

Course Objectives:

The scope of this class will be very broad, reflecting the breadth of non-profit and alternative service delivery mechanisms such as public private partnerships. To explore this question we will examine alternative allocations of responsibility for solving particular social and public problems -- voluntary, not-for-profit, for-profit, joint public/private, publicly encouraged/subsidized, and publicly coerced -- along with examples, reasons, and theories for particular forms of organization. We will explore what it is that motivates donors and volunteers to give money and time, and to assess their effectiveness in solving social problems. We will compare the experience of other countries with that of Canada-- particularly the U.S., and we will continuously examine the framework of public policy that embodies public judgments about the desirability of allocating some part of the burden of social problem-solving to voluntary organizations alone or in partnership with public organizations, as well as the tax policies that are crafted to facilitate such problem-solving policies.

The class will be conducted as both a lecture and a discussion seminar. Case studies will also form part of the teaching mythology, and case studies will need to be done in groups and presented to the class. You will be expected to know the central ideas in the assigned readings and to be prepared to discuss them at each class.

Individuals will be assigned particular readings, and will be expected to lead the discussion of a particular article or chapter in the class. I will expect you to hand in two five-page short papers that will synthesize and criticize the main ideas presented in the required readings.

The basic aim of the course is to introduce students to the ideas associated with nonprofit and alternative service delivery and how this is transforming how we deliver services and think about the public sector. This development creates a number of problems related to control and accountability. We will be looking at a number of themes such as the role of trust in contractual relationships, balancing accountability and risk, and the difficult work of finding ways to measure outcomes to ensure that accountability is being achieved. The relationship between government and the nonprofit sector is evolving, and indeed an accord between government and the sector has just been signed. However the changing relationship between the two sectors represents perhaps the biggest change in governance in recent memory and as such we will try and explore how it is changing how public servants do their jobs, how we delivery public services, and how citizens relate to this new and complex structure.

Text:

J. Steven Ott, (ed) The Nature of the Nonprofit Sector (Boulder Westview Press, 2001)

Additional readings to be handed out during class and via WebCT

Detailed Outline

Week One: September 5, 2006

Introduction: The Blurring of the Line Between Public and Private

Ott, Introduction, Chapter 1, Chapter 2, Chapter 3,

Stephen H. Linder and Pauline Vaillancourt Rosenau "Mapping the Terrain of the Public Private Policy Partnerships" in P. Vaillancourt Rosenau (ed) Public Private Policy Partnerships

Susan Rose-Ackerman, "Altruism, Nonprofits, and Economic Theory" *Journal of Economic Literature*, 34 (2) (June 1996): 701-28.

Week Two: September 12, 2006

The Historical Origins and Theory of the Nonprofit Sector: What is wrong with government and the market that we need a nonprofit sector?

M.H. Hall and P.B. Reed "Shifting the burden: how much can government download to the non-profit sector?" Canadian Public Administration 41(Spring, 1998), 1-20.

Lester Salamon "Of Markets Failure, Voluntary Failure, and Third-Party Government: Toward a Theory of Government-Nonprofit Relations in the Modern Welfare State"

Week Three: September 19, 2006

The Theory of the Non-Profit Sector: Government Failure or Market Failure and the role of PPPs

Ott, Chapter 13 Lester Salmon, "What is the non-profit sector and why do we have it.?"
Chapter 15 Dennis Young, "Government Failure Theory" Chapter 16, Dennis Young, Contract failure theory; Chapter 18, James Douglas, Political Theories of Nonprofit Organizations; Chapter 19, Kirsten Gronbjerg, Markets, Political and Charity: Nonprofits in the political Economy

Week Four: September 26th, 2006

The role of the community and volunteering

Burton A. Weisbrod. "Toward a Theory of the Voluntary Nonprofit Sector in a Three-Sector Economy"

Ott, Chapters 4-7

Chapter 20: To Empower People: The Role of Mediating Structures in Public Policy

Chapter 21, Stephan Rathgeb Smith and Michael Lipskey "Nonprofit Organization and Community"

Robert D. Putnam, "Bowling Alone: America's Declining Social Capital" *Journal of Democracy* 6(1) (1995): 65-78.

Joel Sobel, "Can We Trust Social Capital?" *Journal of Economic Literature* 40 (1) (March 2002): 139-154.

Week Five: October 3rd, 2006

Tax Codes and the Meaning of Charity?

Ott Chapter 11 and 12

Week Six: October 10th, 2006

Organizational and Management Issues with Non-profit Organizations

Chapter 32, Judith Saidel "Resource Interdependence: The Relationship Between State Agencies and Nonprofit Organizations"

Chapter 24, Stephan Ott, "Perspectives on Organizational Governance: Some Effects on Government-nonprofit Relations"

Week Seven: October 24th 2006
Nonprofit and the contracting dilemma

H. Brinton Milward and Keith G. Provan, "Governing the Hollow State" *Journal of Public Administration Research and Theory* 10 (2) (2000): 359-79.

Trevor L. Brown and Matthew Potoski, "Managing Contract Performance: A Transaction Costs Approach" *Journal of Policy Analysis and Management* 22(2) (Spring 2003): 275-97.

Chapter 31, Ralph Kramer "Voluntary Interdependence and the Contract Culture: "Dream or Nightmare"

Steven Rathgeb Smith, "The New Politics of Contracting: Citizenship and the Nonprofit Role"

Chapter 33: James Ferris, "The Double Edged Sword of Social Service Contracting: Public Accountability Versus Nonprofit Autonomy"

Philip de L. Panet and Michael Trebilcock "Contracting-out social services" *Canadian Public Administration* vol. 41 (Spring):21-50.

Week Nine : October 31st, 2006
Leadership in Non-Profit Organizations

Richard D. Heimovics, Robert D. Herman, "Executive Leadership and resource Dependence in Nonprofit Organizations" *Public Administration Review* 53,5, (September/October 1993), 419.

Cynthia M. Hernandez and Donald R. Leslie, "Charismatic Leadership: The Aftermath" *Nonprofit Management and Leadership* 11 (4) summer 2001, 493.

Carol L. Jurkiewicz and Tom K. Massey "The Influence of Ethical Reasoning on Leader Effectiveness: An Empirical Study of Nonprofit Executives" *Nonprofit Management and Leadership* 9 (2) Winter 1998), 173.

Week Ten: November 14th 2006
Strategic Planning and Board Governance

]Peter Frumkin and Alice Adre-Clark "When Missions, Markets and Politics Collide: Values and Strategy in the Nonprofit Human Services" *Nonprofit and Voluntary Sector Quarterly* 29, 1 (Supplement 2000), 141-163.

Kees van der Pijl and Harry Sminia "Strategic Management of Public Interest Organizations" *Voluntas: International Journal of Voluntary and Nonprofit Organization* 15 (June 2004), 137.

Taieb Hafsi and Howard Thomas "Strategic Management and Change in High Dependency Environments: The Case of a Philanthropic Organization" *Voluntas: International Journal of Voluntary and Nonprofit Organizations* 16 (December 2005)

Week Eleven: November 21, 2006
Performance management and Planning

Mark H. Moore. "Managing for Value: Organizational Strategy in for-Profit, Nonprofit and Governmental Organizations" *Nonprofit and Voluntary Sector Quarterly* 29, 1, (Supplement 2000), 183-204

Week 12 November 28th 2006
Democracy, Ethical Climate, Social Capital and Nonprofit Organizations

Ken Rasmussen et al "The ethical climate of nonprofit and government organizations: Implications for public private partnerships."

Pauline Vaillancourt Roseanau "The Strengths and Weaknesses of Public Private Policy Partnerships"

Ott, Chapters 35 and 36.

Chapter 34 Burton Wiesbrod "The Future of the Nonprofit Sector: Its entwining with Private Enterprise and Government"?

Evaluation method:

2 written article summaries	20%
Mid-Term Exam (Take Home)	20%
Paper	50%
Participation	10%
Total	100%

Each participant will be required to prepare 2 five page summaries to two assigned articles one of which is presented in class. You will be responsible for presenting one of these in the form of a seminar which you will lead. The other will be handed in and not presented. You will be required to do one research paper based on a topic of your choice that is approved by the instructor.

Possible take home exam questions

1. How well-founded is the charge that most not-for-profit organizations are not accountable to anyone?
2. What are the mechanisms that maintain accountability in the not-for-profit sector?
3. How effective are boards of directors of not-for-profit organizations in maintaining accountability?
4. What accountability mechanisms exist for decisions about where to focus not-for-profit resources and on grants awarded to particular grantees?
5. What criteria would you use to determine whether a decision to make a grant is wise or not? Suppose the decision is not wise: what would you do about it?
6. Should the government second-guess donor decisions as to whether tax-exempt funds are spent in accordance with some public interest or public purpose requirement?
7. What, if any, ought to be the role of government with respect to ensuring accountability?
8. What other conceivable accountability-enhancing mechanisms can be invented?
9. Which organization is more easily held accountable: "donor organizations" which give away money to other non-profits or "recipient organizations" which receive those moneys?
10. What role do trustees play in ensuring accountability in universities, art museums, hospitals, local dance companies, soup kitchens, church boards?
11. What motivates one to accept (seek?) a role as a trustee? What can one say about the best and worst kinds of motivations to such ends?
12. How do the accountability responsibilities of trustees and executives differ?
13. Can we formulate any appropriate rules for establishing salary levels for not-for-profit executives?
14. What can be done to facilitate the combination of organizations trying to achieve the same purposes?
15. What is the rationale for limiting or barring lobbying and advocacy by tax-exempt organizations?
16. What are the similarities and differences between the treatment of lobbying expenses by organizations subject to taxes and that by tax-exempt organizations.
17. From a policy point of view, criticize allocation of functions to one sector or another. Give reasons for your views
18. What characteristics define the separate sectors, and distinguish one from another
19. To what extent is it possible to identify a form of activity which is peculiarly appropriate to one or another sector?
20. Can you develop a theory that explains why particular kinds of activity are located in the not-for-profit sector as opposed to the public sector?
21. Do differential salary levels among the not-for-profit, for-profit and public sectors help to illuminate the appropriate boundaries among the sectors?