

**EXECUTIVE MPA
PUBLIC MANAGEMENT U8200
FALL SEMESTER, 2002**

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Required Readings:

- Steven Cohen and William Eimicke, The Effective Public Manager (3rd edition)
- Peter Scholtes (et.al.), The Team Handbook (2nd edition)
- *Various authors -- Columbia, Harvard Business School and JFK Cases
- **Reserve readings

COURSE OUTLINE:

1. September 10, 6:30 P.M.: INTRODUCTION TO PUBLIC MANAGEMENT

Readings:

- Steven Cohen, "Defining and Measuring Effectiveness in Public Management" (Access this article on the course's website)
- Cohen and Eimicke, "The Crisis in Public Management", Chapter 1, The Effective Public Manager (3rd Edition) (EPM) and "Defining Effective Public Management", Chapter 2, The Effective Public Manager (EPM).

I. MANAGING PUBLIC BUREAUCRACIES: TRADITIONAL TOOLS

2. September 14: A. The Use of Organization Structure and Organizational Design and Standard Operating Procedures

Readings:

- Cyrus Gibson, "Understanding and Designing Formal Organizational Structure"
- Steven Cohen and William Eimicke, "Structuring Systems, Tasks and Responsibilities," Chapter 5, EPM

Recommended Reading:

- Herbert Kaufman, The Forest Ranger

Case #1: Reorganizing the U.S. Environmental Protection Agency: A Reinvention Response (This case can be accessed through the course's web site)

This case illustrates the process of using organization structure as a means of management reform. In early 1993, President Clinton charged Vice President Al Gore with developing a plan to reinvent the Federal Government. Six months later, the Vice President submitted that plan which has become institutionalized and known as the National Performance Review (NPR). Major themes of the NPR are: creating a government that works better and costs less; and, better customer service through flattening hierarchies and empowering workers. Federal agencies have been given substantial flexibility within these parameters to design a reform tailored to their unique responsibilities and needs.

Individual Memo #1:

At the EPA, Administrator Carol Browner chose to give substantial flexibility to her ten regional administrators to develop their own reorganization plans, as long as they met the overall outcomes required by NPR and enhanced by Browner. In Region II (New York-New Jersey, Puerto Rico and the Virgin Islands), the Regional Administrator formed a representative 30 member task force to make recommendations to her by November 29, 1994. You are the Deputy Regional Administrator and have been charged with preparing a memo summarizing the task force's work that responds to the following key questions facing the Regional Administrator as she prepares to submit a proposed reorganization to Administrator Browner:

1. Should the current structure be retained and if not, what new structure should replace it and why?
2. What management slots should be created, which should be cut, and what non-managerial positions should replace those eliminated?
3. How does the new structure provide meaningful career paths for managers moved to non-supervisory positions?
4. Beyond meeting the 1:11 guideline, how does the proposal address the Administrator's other key goals of improving customer service, increasing employee fulfillment, achieving environmental results (improving effectiveness), and creating an organization that works better and costs less?

3. September 21: B. Human Resource Management
1. Recruiting and Utilizing Women and Minorities
2. Labor Unions and Civil Service

Readings:

- Steven Cohen and William Eimicke, "How to Find and Keep Good People", Chapter 3, EPM
- Ronald Sylvia, "The History of Equal Employment Opportunity in the United States," "Equal Employment Opportunity, Affirmative Action, and the Courts;" chapters 4 and 5 of Public Personnel Administration.**
- Steven Cohen and William Eimicke, "The Over regulated Civil Service: The Case of New York City's Public Personnel System," Review of Public Personnel Administration, Spring, 1994.**

Case #2: "Division of Water Resources (A) (B)" (Electronic Hallway Case available on the course website)

Roberta Dickson had taken over the Water Planning Division of the County of Santa Clara Rose, California. Her mandate was to better the use, quality, and encourage preservation of water resources in this fast-growing county. The Water Planning Division was one of five divisions in the county's Department of Environment and Natural Resources. Dickson found the people in the division were competent professionals. They were a close knit group with a lot of personal loyalty to each other, but not to the work facing the division. Part of her charge when hired was to try to raise the level of productivity and activity in the group. It was time to determine annual merit raises under the county's personnel system. In two weeks Dickson was to attend a meeting of all division heads in the department at which decisions regarding the distribution of merit raises would be made.

Group Presentation #1

In the "B " section of the case Roberta has been given staff rankings for purposes of awarding a limited number of merit pay awards. These differ from her own rankings. Moreover, at the meeting to decide on merit raises, her boss announces that she will only have one merit raise to award instead of the three she had expected. She has asked you, her deputy to form a task force to brief her on the following issues:

1. Should she have involved the staff in making the merit pay recommendation?
2. What else can she do to motivate her staff?
3. Who should she recommend for the merit pay increase?
4. How should she explain her decision to the staff?

September 28: C. The Use of Budgeting and Financial Management

Readings:

- Steven Cohen and William Eimicke, "Mastering the Budgetary Process," Chapter 9, EPM.
- Chase and Reveal, "Coping with Overhead Problems," Chapter 3, How to Manage the Public Sector.**
- "Budget Preparation" and "Budget Behavior," Chapters 3 and 4 in Thomas Lynch, Public Budgeting in America**

Case # 3 Municipal Decentralization in Buenos Aires: Creating the Municipality of Hurlingham

This case discusses the managerial and fiscal challenges faced by a new mayor, Juan Jose, Alvarez, in a new city formed in one of the suburbs of Buenos Aires, Argentina. It discusses using improved services delivery as a method of increasing revenue collections in a community where tax evasion is commonplace.

Individual Memo #2:

You are Mayor Alvarez's Budget Director and you have been asked by the Mayor to write a memo that would address the following issues:

1. How are revenues collected in this municipality and why is collection difficult?
2. What is the current fiscal condition of the new city? How can it be improved?
3. What changes should be made in the existing budgetary procedures?
4. What is more important in this situation—cutting costs or increasing revenue? Why ?
5. Will enhanced service delivery improve revenue collection and What services must be improved first and why?

5. October 5: D. Management Information Systems and Performance Measurement Systems

Readings:

- Steven Cohen and William Eimicke, "Gathering, Organizing and Using Information," Chapter 8, EPM.

Case #4: Providing Two-Way Feedback: Assessing Headquarters and Field Service Performance at CARE

This case deals with different management problems in one of the world's largest and most important non-government organizations, CARE. From its origin as a post-World War II emergency feeding program, CARE has taken up the task of encouraging successful agriculture and spurring Third World economic development, as well as continuing its emergency role where needed. Assessing Headquarters and Field Service Performance at CARE is a vehicle for discussing the kind of communications and trust difficulties which arise between headquarters and field offices in a wide variety of non-profit and government organizations. In CARE, relations between the two were colored by the fact that front-line field office workers often labored under grueling, crisis-like conditions when battling to deliver food to famine-struck regions, in which (as in Somalia or Haiti) war may be raging. Reports to headquarters inevitably seem like unnecessary paperwork in such situations. CARE headquarters, for its part, wants assurance that funds are being wisely spent and that plans for the non-emergency aftermath of development work have been well thought out. This case looks at the organization's efforts to develop a straightforward survey form mechanism which will allow headquarters and field to stay in touch in a non-confrontational way.

Group Presentation #2:

Please prepare a briefing to address the following issues:

1. What are the existing methods in place for reviewing and assessing field performance?
2. What are the strengths and weaknesses of these assessment tools and procedures?
3. If you could start over how might you simplify the performance measurement system to focus on several key indicators summarizing field performance levels?
4. What are the advantages and disadvantages of adopting a simpler approach?
5. What new management information and performance management system for CARE do you recommend?

6. October 12: E. The Role of Leadership and Standard Operating Procedures

Reading:

- Steven Cohen and William Eimicke “Developing Effective Working Relationships Chapter 4: EPM”
- Steven Cohen, William Eimicke and Jessica Horan, “Catastrophe and the Public Service: A Case Study of Government Response to the Destruction of the World Trade Center”—Available on the course web site.

Recommended: Herbert Kaufman, The Forest Ranger**

Case #5

This case discusses the response of local officials in New York City to the destruction of the World Trade Center on September 11, 2001. The case study details the specific actions taken by these officials and assesses the lessons learned.

Individual Case Memo #3

Mayor Michael Bloomberg has asked you to assess the lessons in leadership and management, taught by New York City's government's response to 9-11. Specifically, you are to address the following issues in a brief memo:

1. What actions did Mayor Giuliani take to inspire and reassure New Yorkers?
2. How did Giuliani learn what was going on during the emergency and the clean-up? What additional communication mechanisms might he have considered using?
3. What emergency response SOP's should be reexamined and why?
4. What other officials demonstrated leadership during this crisis?

7. October 19: F. The Use of Contracts

Readings:

- Donald Kettl, "The Competition Prescription" and "Government and Markets" Chapters 1 and 2 of Sharing Power**
- "Steven Cohen and William Eimicke "The Art and Craft of Contracting", Chapter 7, EPM

Case #6: "Partners in Local Child Protection Services: The Department of Social Services and La Alianza Hispana (A) & (B)

In 1989 the Massachusetts Department of Social Services (DSS) approached officials of La Alianza Hispana, a respected nonprofit organization serving the Hispanic community in Boston, to consider taking responsibility for providing child protection and case management services to Latino children and their families. While La Alianza Hispana had no experience in contracting for child protection services, it was under contract to help find foster and adoptive homes for Hispanic children. With an agreement from DSS to provide substantial support services and several other concessions, La Alianza Hispana entered into a contract with the state. The relationship deteriorated between 1991-1993 as DSS underwent cutbacks which resulted in reduced support and oversight for nonprofit contractors.

Group Presentation #3:

In 1993, Columbia MPA alum Linda Carlisle was recruited by Governor Weld to serve as Commissioner of DSS. She has asked you, her special assistant for contract oversight, to convene a working group to develop a system for managing contractors such as La Alianza Hispana. In particular she has asked your group to address the following issues:

1. Should contracts with nonprofit vendors be standardized?
2. What support services should be provided to La Alianza Hispana to provide

child protection services?

3. Should this service be provided in-house or contracted out? Why?
4. How can DSS ensure that nonprofit contractors provide excellent service?

8. October 26: G. Operations And Team Management

Readings: The Team Handbook: Chapters 4-7

At some point in the management process work itself must be managed. In today's work environment this requires focusing on improving the process through which work takes place, which is discussed in chapter 5 of the Team Handbook, "Building an Improvement Plan". It also involves working in groups and dealing with group conflict, which is discussed in chapters 4, 6 and 7. In the summer semester course on management innovation you will deal with team management and TQM as innovation tools, and as method of making organizations more agile and responsive. In this course we will discuss these methods as fundamental tools of internal organizational management.

Memo Assignment #4:

In the organization you work in I am certain you have seen operations that could be improved and group projects that have generated conflict. Draft a memo to your supervisor that utilizes the lessons in the Team Handbook to both improve the way a task in your organizations is performed or to reduce group conflict. Your memo must focus on one of these two concepts. If you are addressing work improvement please address the following issues:

1. What is the work process that is being improved?
2. What is the cause of operational problems with this process?
3. How will you attempt to improve this process?
4. Who is the customer of the output of this work process?
5. What are the likely results of the improvement you will propose (or is it too soon to tell and why)?

If you are addressing group conflict that occurs in your work place please address the following issues:

1. What is the project or work element that generated this conflict?
2. Who were the people in conflict and what caused the conflict?
3. What strategies do you propose to mitigate the conflict?
4. What improvements in team management do you suggest your organization adopt to reduce the probability of such conflicts in the future.

November 2: No Class

II. DEALING WITH THE BUREAUCRACY'S ENVIRONMENT

9. November 9: A. Strategic Planning and Implementation in a Changing Society

Readings:

- Steven Cohen and William Eimicke, "Shaping Organizational Goals and Strategies," Chapter 10, EPM.

Case #7: "Assertive Policing, Plummeting Crime: The NYPD Takes on Crime in New York " "Assertive Policing, Plummeting Crime: Epilogue: Crime Falls, Doubts Rise"

The dramatic reduction in crime in New York City during the 1990s seemed to provide evidence that a well through out strategic approach could have a significant impact on government outputs and outcomes. This case tells the story of key management decisions that the New York City Police Department itself credits with the successful attack on the city's crime rate. It describes the strategy adopted by Police Chief William Bratton in deploying the police force. The epilogue raises the issue of police misconduct.

Individual Memo #5:

You are the Deputy Mayor and have been asked by the Mayor to analyze the NYPD's strategy and develop a new strategy for the next five years. In your memo, the Mayor has asked you to address the following issues:

1. What were the objectives of Bratton's strategy ?
2. How did the NYPD measure the strategy's accomplishments?
3. Was the strategy successful and why?
4. What new objectives should be set for the next five years? Which existing objectives should be retained and which should be dropped?
5. What were the political constraints that influence the NYPD's strategy?

10. November 16: B. Political Management

Readings:

- Steven Cohen and William Eimicke: Dealing with the Media, Legislative Bodies and Interest Groups, Chapter 11, EPM.

Case # 8: "Vieques: A Political Lose-Lose Situation for President George W. Bush"
Case can be accessed on the course web site.

On June 14, 2001 President George W. Bush announced that the U.S. Navy would end its use of Vieques to practice bombing by May 2003, but would continue to practice there until that date. President Bush was convinced to end the bombing by his top political adviser Karl Rove who believed the issue was costing Bush important Hispanic votes. In mid-July 2001 the President faced continued and highly visible opposition to the to continue military exercises on Vieques. He also faced high-powered opposition from within his own party to the decision to end these exercises in two years. The President was under great political pressure on the one hand, to speed the Navy's departure from the Island, and on the other hand, to find a viable alternative site or set of sites for continued training exercises.

Group Presentation #4:

The President has asked your team to help him develop a strategy for dealing with the political issues he faces due to the military exercises at Vieques. Please address the following issues in your briefing:

1. Why has the Navy's activities become a political issue?
2. Who opposes and supports the Navy's actions and why?
3. What are the pros and cons of:
 - Ending the exercises immediately?
 - Finding a new departure date?
 - Sticking to the new deadline?
4. What actions do you suggest the President take and how should he manage the politics and communication of his actions?

November 23: No Class

11. November 30 1: C. Ethics in Government

Readings:

- Steven Cohen and William Eimicke "How to Ensure that Your Organization's Work is Ethical" re-read pages 230-235 EPM.
- Steven Cohen and William Eimicke "Trends in 20th Century Public Ethics" (This paper can be access off of the course's website)

Case #9: "Is Public Entrepreneurship ethical?" (Obtain this on the course's website.)

The bankruptcy of Orange County has attracted global attention to the question of the appropriateness of entrepreneurial behavior in the public sector. Recently, other cases of government acting more like a private business than a government agency have also received considerable publicity, some good and some bad. With reinvention, privatization and the drive to do more with less, government officials worldwide are considering entrepreneurial practices to meet the service demands of their citizens while keeping taxes under control.

Group Presentation #5:

You are the head of a high-level workgroup selected by the Chief of staff to provide advice to the recently elected Mayor of Mount Vernon, New York. The Mayor's major campaign theme was a promise to reinvent the city government, bring the entrepreneurial skills that made her a multi-millionaire in mutual fund management to City Hall and raise the quality of life in the city by providing more and better public services, with no new taxes. However, she is aware of the controversy surrounding the appropriateness of public entrepreneurship and has therefore asked you to review the cases of Orange County, California, New York City, Indianapolis, Indiana and Visalia, California to provide her with some guidance.

Specifically, she has requested that your group assess whether public entrepreneurship is appropriate and ethical. To do this, she suggests you review all four of the aforementioned cases and compare and contrast Orange County to one of the three cases in the context of the following questions.

1. Was the entrepreneurship described in the cases appropriate behavior for government and government officials? That is, did the decision-makers in the cases treat their public responsibilities too much like a private business and not enough as a public trust?
2. To what degree is competence an ethical issue and did incompetence lead to unethical results in the cases you reviewed?
3. What specific steps should the Mount Vernon Mayor take to ensure that her government is entrepreneurial but also ethical?

FINAL EXAM DISTRIBUTED IN CLASS

12. December 7: COURSE CONCLUSION: SOME FINAL PERSPECTIVES AND REACTIONS

FINAL EXAM DUE: DISCUSSION OF EXAM

Grading

1. Case memos - 50%
2. Final exam - 20%
3. Talking Notes - 20%
4. Lab and class participation- 10%

Individual Cases

In one case memo this semester you may replace the case in the exercise with a similar problem from your current organization. If you do such a case, you will need to include a paragraph on the background of the case and adapt the case questions to the specifics of your organization.

PUBLIC MANAGEMENT LAB AGENDA

DATE	TOPIC
Sept. 7	COMMUNICATION SKILLS: MEMO WRITING AND PRESENTATION SKILLS. During Class time
Sept. 21	REVIEW OF 1 ST SET OF MEMOS
Oct. 5	PRESENTATION OF SOFTWARE I: POWERPOINT, HARVARD GRAPHICS, ETC. (OPTIONAL LAB)
Oct. 12	PRESENTATION OF SOFTWARE II: PROJECT MANAGEMENT & SCHEDULING SOFTWARE. (OPTIONAL LAB)

ALTERNATIVE MEMO FORMATS

ACTION MEMORANDUM

Used to obtain authorization from a higher level in the hierarchy to undertake an action.

FORMAT

From:
To:
Subject:
Date:

Recommended Action

The action you wish to be authorized to undertake. Describe this action in one or two simple, declarative sentences.

Issues

Causes and effects of the recommended action. Why should the recommended action be authorized? What is the rationale for taking this action? What is the probable effect of taking this action? What will be accomplished? What are the advantages and disadvantages of pursuing this action?

Options

Alternative actions (at least two) to the action you have recommended. These must be plausible alternatives that your manager might choose to authorize. Describe the option in one or two declarative sentences and list the pros and cons of pursuing the option.

Implementation

The immediate, mundane, first tasks involved in carrying out the recommended action. In this section you are asking for authorization to carry out the **first** several discrete tasks needed to implement the recommended action.

ISSUE MEMO

Used for displaying analysis of a complex policy or management issue. First the issue is divided into component parts, and then for each component a recommendation and rationale or analysis is provided for each recommendation.

FORMAT

From:

To:

Subject: Concise Statement of the Issue

Date:

Background

Why did this issue develop? What are its specific dimensions. List those dimensions.

Issues

For each issue dimension, include a heading that describes the issue. For example: If the subject of the memo was US Acid Rain Prevention Policy, the first heading might be:

1. Acid Rain is Principally Caused by Sulfur Dioxide Emissions at Mid-West Power Plants

After each topical issue heading, include the following subheads:

Recommendation

Rationale/or Analysis

Next Steps

What you want the reader to do, or what you plan to do next to further refine your analysis of the issue.

POLICY MEMO

Used for articulating a policy decision, explaining its objectives and rationale, and detailing steps required for implementation.

FORMAT

Subject: The policy being promulgated.

From: The official under whose authority the policy is being issued.

To: Those responsible for implementing or complying with a policy.

Date:

Purpose

What are the objectives of the policy? What will issuing the policy accomplish?

Discussion

Why is this policy being issued at this time? What is the rationale for its issuance? What problems does it address? What policy (if any) does it replace?

Policy

What are the rules or principles of the policy being issued? What are the policy rules or requirements being promulgated through this memo?

Implementation

What steps are authorized or recommended to ensure that the policies articulated by this memo are carried out?

OPTION MEMO

To delineate a number of alternative responses to a policy or management problem without selecting a preferred course of action or approach.

FORMAT

Subject: A phrase describing the issue being analyzed

From:

To:

Date:

Issue

A one or two sentence statement of the issue being addressed.

Discussion

Why the issue was developed and is worthy of analysis. How did the issue come into existence? Who are the contending parties and where do they stand?

Options

For each alternative a heading is given that briefly distinguishes options from each other. Where possible, use active headings. For example, if the issue was "the elevator crisis at SIPA" you might consider the following option headings:

1. Build new elevators.
2. Move classrooms to the fourth floor.
3. Develop a more effective maintenance program.

Under each heading you would then include the following subheads:

Recommendation- A brief statement that defines the option.

Rationale (or Analysis)- A succinct analysis of the costs, benefits and probable impact of the option. Possibly in pro/con format.

Next Steps

This section is not included in many options analyses. If you are simply stating the alternatives, the next steps are entirely up to your reader. If you are attempting to move the dialogue toward a decision, you should describe the steps that might be taken to come to a decision.

Supplemental Reading List

1. Introduction and Background

- Robert Caro, *The Power Broker* (1974)
- Robert Penn Warren, *All the King's Men* (1968)
- Robert Reich, *Tales of A New America* (1987)
- Bernstein & Woodward, *All The President's Men* (1974)
- Peter Drucker, *Managing for the Future* (1992)
- David Osborne and Ted Gaebler, *Reinventing Government* (1992)

2. What is Management, Public Administration, and Public Management?

- Fred Lane, *Current Issues in Public Administration* (1990)
- Roscoe Martin, *Public Administration and Democracy* (1965)
- Ralph Chander, *A Centennial History of the American Administrative State* (1987)
- Marshall & Schram, *Mandate For Change* (1993)
- William Eimicke, *Public Administration in a Democratic Context* (1974)
- Laurence Lynn, *Public Management as Art, Science and Profession* (1996)
- George Fredrickson, *The Spirit of Public Administration* (1997)
- David Osborne and Peter Plastrik, *Banishing Bureaucracy* (1997)

3. The Use of Contracts

- Peter Drucker, *Managing the Non-Profit Organization* (1990)
- Lester Salamon, *Partners in Public Service* (1995)
- Donald Kettl, *Sharing Power* (1993)
- Ralph Kramer, "Voluntary Agencies and the Contract Culture," *Social Service Review*, March 1994, pp. 33-60.
- Lawrence Martin, "A Proposed Methodology for Comparing the Costs of Government Versus Contract Service Delivery," *1994 Municipal Yearbook*, pp. 12-15.
- Stephen Goldsmith, *The 21st Century City* (1997)
- David Osborne, *Laboratories of Democracy* (1988)

4. The Use of Organization Structure and Organizational Design

- James Q. Wilson, *Bureaucracy* (1989)
- Philip Selznick, *TVA and the Grass Roots* (1966)
- Gerth & Mills, *From Max Weber* (1970)
- Hodge, Anthony & Gales, *Organization Theory* (1996)
- Peter Senge, *The Fifth Discipline* (1990)
- Chester Barnard, *The Functions of the Executive* (1938)
- Michael Hammer, *Beyond Reengineering* (1996)

5. Personnel Issues

- Ronald Sylvia, Public Personnel Administration (1994)
- Richard Haas, The Power to Persuade (1994)
- Herbert Simon, Administrative Behavior (1965)
- Frederick Mosher, Democracy and the Public Service (1970)
- Lee Bowes, No One Need Apply (1987)

6. Budgeting, Financial Management and MIS

- Aaron Wildavsky, The New Politics of the Budgetary Process (1988)
- Jesse Burkhead, Government Budgeting (1956)
- Allen Schick, Reconciliation and the Congressional Budget Process (1981)
- Caiden & Wildavsky, Planning & Budgeting in Poor Countries (1974)
- Brecher & Horton, Setting Municipal Priorities (1984 or any year's edition)

7. Leadership and Standard Operating Procedures

- Stephen Covey, Principle-Centered Leadership (1992)
- Ernst House, Jesse Jackson and the Politics of Charisma (1988)
- Morrison, White & Van Velson, "Executive Women: Substance Plus Style," in Fred Daniel Goleman, Emotional Intelligence (1995)
- James MacGregor Burns, Leadership (1978)

8. Facing Challenges of a Changing Society

- Mark Moore, Creating Public Value (1995)
- James Mercer, Strategic Planning for Public Managers (1991)
- Cohen & Kamieniecki, Environmental Regulation Through Strategic Planning (1991)
- Tom Peters, Thriving on Chaos (1987)
- Michael E. Porter, Creating and Sustaining Superior Performance (1985)
- Tom Peters, Liberation Management (1992)

9. Political Management

- Graham Allison, Essence of Decision: Explaining The Cuban Missile Crisis (1971)
- Philip Heymann, The Politics of Public Management (1987)
- Hargrove & Glidewell, Impossible Jobs in Public Management (1990)
- Charles Lindblom, "The Science of 'Muddling Through,'" Public Administration Review, 19 (Spring 1959)
- Richard Neustadt, Presidential Power and the Modern Presidents (1990)

10. Ethics in Government

- James Wilson, The Moral Sense (1993)
- Carol Lewis, The Ethics Challenge in Public Service (1991)
- Reinhold Niebuhr, The Children of Light and The Children of Darkness (1944)
- The Council on State Governments, Public Integrity Annual (1996)