

PA 744
The Nonprofit Sector, Public Policy, and Society
W 7-9:45
TH 428

Laurie Paarlberg, Assistant Professor
Public Administration Program
San Francisco State University

Contact info: lpaarlbe@sfsu.edu (the quickest and most effective way...)
office: HSS 232 phone: 415-415-4055
webpage: <http://bss.sfsu.edu/paarlberg/>

Course Description

Throughout American history, government, business and "civil society" organizations have worked side by side, and sometimes even at cross purposes, to provide goods and services. This course provides an overview of the development of the nonprofit sector and the unique roles that the sector plays in American society—from historical, political, economic and sociological perspectives. These diverse perspectives will then lay a foundation to explore contemporary public policy developments that directly relate to the nonprofit sector, such as the continued privatization of public services; charitable choice legislation at the state and national level; the role of foundations in shaping public policy; nonprofit lobbying and activism; and questions of civic participation and civil society. We will conclude by addressing how these developments impact the characteristics and activities of nonprofit organizations, focusing particularly on the concerns of reliance on public funding, commercialization, political polarization. (Note: This course is intended to address contemporary issues and the specific policies and issues covered may change due to developments in the field).

The objectives of this course are to:

1. Provide a description of the nonprofit sector;
2. Explore the political, economic, historical, sociological perspectives that frame our understanding of the role that nonprofit organizations play in American society;
3. Discuss the complex public policy issues that affect the nonprofit sector;
4. Develop professional skills that may be useful in exploring management and policy questions that surround the nonprofit sector.

For students pursuing a concentration in nonprofit management, this course lays the foundation for later professional nonprofit administration and management courses as our understanding and practice of the administration of nonprofits is inherently informed by our understanding of the roles that nonprofit organizations play in our society. Management is also strongly influenced by the public policy developments and societal trends of the environment in which organizations operate.

This course also offers students with interests in public policy or public service delivery, an opportunity to improve their understanding of the complex relationships between nonprofits and government organizations and an exposure to substantive public policy issues that involve the nonprofit sector. This course provides an opportunity to explore the multiple perspectives that can be used to explore and understand the np sector and its role in our complex mixed economy.

Class Format

This class will be run as a graduate seminar. Although I may occasionally lecture for short periods of time to provide background on some of the key issues that we will be discussing, most of the class will be spent discussing key points from the readings and the interesting questions that our readings raise. Students are expected to come to class having read the readings and ready to actively participate in class discussion.

Class Resources

There is no "one best text" that addresses all of the issues we will be exploring this semester. Readings will be drawn from a variety of sources that represent diverse perspectives. The readings are chosen to challenge your current perceptions of nonprofits and public policy.

Berry, Jeffrey M . 1999. *The New Liberalism*. Brookings Institution Press. 0815709080

Carter, Stephen L. 1993. *The Culture of Disbelief*. Basic Books. 0385474989

Rauch, Jonathan. 1999. *Governments' End*. PublicAffairs; Revised edition. ISBN: 1891620495

Roelofs, Joan. 2003. *Foundations and Public Policy: The Mask of Pluralism*. State University of New York Press. State University of New York Press. 0791456420

Skocpol, Theda. 2003. *Diminished Democracy*. University of Oklahoma Press. ISBN: 0806135328

Course Requirements

Your performance in this class will be based upon three grades:

1. **Class participation:** (10 pts) As an informed participant in class discussions and as a prepared discussion leader.
 - Attendance
 - Discussion and small group participation
2. **Discussion leader:** (10pts)
 - Sign up to lead one week's discussion.
 - You should plan to spend 45-60 minutes leading a discussion of this book. Your discussion can include a brief "presentation," however, this should not dominate your

time. To enhance discussion of your book, you may choose to incorporate current events by assigning a short article prior to class. You may show a video clip or engage in other exercise to enrich discussion. Please connect with me on the Monday prior to class to make sure that any needed equipment—projectors, copies, etc are available.

3. **Reviews of 2 books: (10pts–5 pts each):** Prepare two reviews of two class books (other than the one that lead your class discussion of).
 - a. **What are the author's main points?**
 - b. How does this book contribute to our understanding of the role that nonprofits play in American society?
2. **Individual Exam:** (20 pts)
3. **Research Project** (50 pts) -Small group or individual

This class will require that students complete a group project that spans the entire semester. This project will take part in two phases. Both phases will apply our academic understanding of the roles that nonprofits play and the intertwining of the sectors to the cases of particular neighborhoods. The first phase involves a review of the literature on the particular issue, culminating in the development of an "addressable" research question. The second uses two sources of nonprofit data to empirically explore the question.

Phase 1: "Literature Review" (20 pts)

Select a particular public policy issue that affects a local nonprofit "community"—either a community of interest or a geographic community. Conduct a thorough review of the literature re: this issue. Prepare a 12 page literature review. Clearly articulate a research question that emerges from your review. Potential issues: impact of economic downturns on nonprofit sector; foundation influence on nonprofit activity; religious organizations and the receipt of government dollars—these are just a few...

Phase 2: "Empirical investigation of your research question" (30pts)

Drawing upon nonprofit data, empirically address your research question. Potential data sources include:

- Guidestar 990 returns. (Guidestar.org)
- NCCS (<http://nccsdataweb.urban.org/NCCS/Public/>)
- Foundation Center Data (must be accessed from the computers at the San Francisco Foundation Center).
- San Francisco Controller Data on grants to nonprofit organizations (http://www.sfgov.org/site/controller_PAGE.asp?id=36221)

Week	Topic	Readings
Week 1 2/1	<u>What is a nonprofit organization?</u>	<ul style="list-style-type: none"> • Course review • Getting to know each other • Size and scope of the NP Sector -Class "lecture"
Week 2 2/8	<u>Historical perspectives on the np sector</u>	Hall. (ER)
Week 3 2/15	<u>Tax Exempt Status of NP's</u>	<p>Evelyn Brody, ed., <i>Property-Tax Exemption for Charities</i>, The Urban Institute Press, 2002. (ER) http://www.urban.org/pubs/proptax/intro.htm</p> <ul style="list-style-type: none"> • Gallagher, Janne. The Legal Structure of the Property-Tax Exemption. pp. 3-22. • Brody, Evelyn "Legal Theories of Tax Exemption: A Sovereignty Perspective," pp. 145-172. • Youngman. "The Politics of the Property Tax Debate." Pp. 23-46. <p>California State Tax Exemption Laws http://www.taxes.ca.gov/exemptbus.html</p> <p>PILOT Programs and related info:</p> <p>Vermont Association of Nonprofits: http://www.vanpo.org/nonprofitcorner/PropTax.pdf</p> <p>National council of Nonprofit Associations: http://www.ctnonprofits.org/Content/NonProfitResources/FlexibleContent/Property tax tool kit.pdf</p>
Week 4 2/22	<u>Roles of the Nonprofit Sector: Economic/political/sociological perspectives</u>	<p>Hansman, Henry. 1987. "Economic Theories of Nonprofit Organization." In Powell. Handbook of Nonprofit Research.</p> <p>Douglas, James. 1987. "Political Theories of Nonprofit Organization." In Powell. Handbook of Nonprofit Research.</p> <p>Berger and Neuhaus. 1977. "To Empower People: The Role of Mediating Structures in Public Policy. " Reprinted in Ott. <i>The Nature of the Nonprofit Sector</i>.</p>
Week 5 3/1	<u>Social Capital : Participation, Bridging, Bonding and Excluding</u>	

Robert Putnam. "Bowling Alone: America's Declining Social Capital". *Journal of Democracy*. 6(1). January 1995.

Note: this article is available from the Muse electronic reserve database.

To locate this article: go to Library -Databases-"find articles and more"- on-line periodicals On the top of the page, where it says "on-line", type journals name, "Journal of Democracy". Click search: In this case, SFSU users connect to Journal of Democracy. On the left, enter the volume and number, select the article.

Skocpol, Theda. 2003. "How the United States Became a Civic Nation." *Diminished Democracy: From Membership to Management in American Civic Life*, Oklahoma University Press. pp. 20 - 73.

Costa and Kahn. "Civic Engagement and Community Heterogeneity: An Economist's Perspective."

<http://web.mit.edu/costa/www/costa.kahn.1.4pdf.pdf>

"Scouts Divided." *Newsweek*; 8/6/2001, Vol. 138 Issue 6, p44, 8p.

[http://0-](http://0-search.epnet.com.opac.sfsu.edu:80/login.aspx?direct=true&db=afh&an=4907923)

[search.epnet.com.opac.sfsu.edu:80/login.aspx?direct=true&db=afh&an=4907923](http://0-search.epnet.com.opac.sfsu.edu:80/login.aspx?direct=true&db=afh&an=4907923)

Week 6 Declining Civic Engagement: Can we create civic
3/8 engagement?

Skocpol, Theda. 2003. "How the United States Became a Civic Nation." *Diminished Democracy: From Membership to Management in American Civic Life*, Oklahoma University Press. *Continued*.

Lenkowsky, Leslie. *Still Bowling Alone. Commentary. October 2000.*

Lenkowsky, Leslie. "THE BUSH ADMINISTRATION'S CIVIC AGENDA AND NATIONAL SERVICE". *SOCIETY*. JAN/FEB2003, VOL. 40 ISSUE 2, P7.

<http://www.nationalservice.org/>.

Week 7 MIDTERM EXAM
3/15

Week 8 Nonprofits and the State: Nonprofits and the
3/22 "contracting state" -Nonprofits in an age of networked
governance

Steven Rathgeb Smith and Kirsten A. Grønbjerg. "Scope and Theory of Government-Nonprofit Relations" in Powell, forthcoming.

Smith, Steven Rathgeb. 1996. "Contracting for services in a decentralized system." *Journal of Public Administration Research*. 6(2): pp. 227

Governance:

<http://www.valt.helsinki.fi/vol/laitos/intersektioportaali/governance/Keywords.htm>

Peters, B. Guy - Jon Pierre (1998): Governance without government? Rethinking public administration. *Journal*

of *Public Administration Research and Theory* 8 (2), 223-243.

Rhodes, R.A.W. (1996): The new governance: Governing without government. *Political Studies* 44 (4), 652-667.

Salamon, Lester. 1987. "Partners in Public Service: The Scope and Theory of Government-Nonprofit Relations." In Powell. *Handbook of Nonprofit Research*.

Week 9 Nonprofits and "charity": Who do nonprofits serve?
3/29

Jossart-Marcelli, Pascale and Wolch, Jennifer. 2003. "The Intrametropolitan Geography of Poverty and the Nonprofit Sector in Southern California." *Nonprofit and Voluntary Sector Quarterly*. 32(1): 70-96.

Herzlinger, Regina E. and William S. Krasker. 1987. "Who profits from Nonprofits?" *Harvard Business Review*. January/February. Pp. 93-106.

Week 10 Nonprofits and Politics
4/12

Berry, Jeffrey M. 1999. *The New Liberalism*. Brookings Institution Press.

Week 11 Nonprofits and Politics. Cont.
4/19

Rauch, Jonathan. 1999. *Governments' End*. Public Affairs; Revised edition. ISBN: 1891620495

Week 12 The World of Foundations: Philanthropy and Elites
4/26

Roelofs, Joan. 2003. *Foundations and Public Policy: The Mask of Pluralism*.

Week 13 State and church: Churches as Mediating Structures
5/3

Carter, Stephen. 1993. *The Culture of Disbelief*.

Week 14 Faith Based Organizations and Service Delivery
5/10

Leslie Lenkowsky, "Funding the Faithful: Why Bush is Right," *Commentary*, June 2001, p. 19 - .

Michael Tanner, "Corrupting Charity: Why Government Should Not Fund Faith-Based Charities," *Cato Institute Briefing Papers*, No. 62, March 22, 2001. Online at: <http://www.cato.org/pubs/briefs/bp62.pdf>

Week 15 **NO CLASS: WORK ON RESEARCH PROJECT**
5/17

Week 16 Final presentations
