Syllabus – Fall 2015
UST 515/600: Introduction to Public Administration

Cleveland State University
Levin College of Urban Affairs
Mondays 6:00-9:50pm, UR 106
4 credits

General Information
Megan Hatch, Ph.D.
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Levin College of Urban Affairs
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Office hours: Wednesday 3:30-5:30 pm, or by appointment, UR 316

Course Description
This is a graduate-level introductory course in American Public Administration viewed from the federal, state, and local levels. It is designed to give students a working knowledge of the multi-disciplinary approach to governance as embraced by the theories of Public Administration. The course will include discussions on management, values, organization theory, politics, law, budgeting, and human resources, among others. It will review the history and development of the practice of public administration, delve into the theories that are integral to the discipline, and review practical approaches to the application of these theories. It is both the theory and practice of governance that this class addresses. Students will explore fundamental concepts through the perspective of management (administration), politics, and law in order to understand the complexities of government in the 21st century. Theoretical concepts are paired with case studies to encourage learning through application. As this is an introductory course, it will provide the basis for further study in the discipline. This course, therefore, has no pre-requisites.

Learning Objectives
At the end of this course, students will:
• Identify, understand, and synthesize the historical ideas, schools of thought, key theories, and debates in the field of Public Administration.
• Appreciate the major intellectual traditions in Public Administration and possess a broad understanding of the theoretical approaches that have defined the field.
• Challenge the way they currently thinking about government, bureaucracy, and public service.
• Utilize models and theories to study, research, and analyze public administration.
• Apply Public Administration theory to real-life situations.
• Present ideas and arguments effectively using relevant research orally, visually, and in writing.
• Engage in discourse about public administration from an informed standpoint using facts as opposed to opinion.
• Be prepared for additional Public Administration courses.
Course Texts

  - The syllabus refers to this book as Morgan
- I will post additional readings on Blackboard and electronic reserve in the library. To access the library’s electronic reserves, go to http://researchguides.csuohio.edu/er.php and search for our course.
- Additional books you may find helpful, but that are not required:
  - APA Style Manual. You can purchase this through the bookstore or access tutorials and reference guides from the CSU library (http://library.csuohio.edu/research/vrd/citations.html).

Course Requirements

This is a seminar course where students are responsible for significant reading and classroom participation. Students are expected to complete all reading, written assignments, in-class individual and group assignments, presentations, peer reviews of written research, and an examination. Students shall have all reading completed prior to the start of class and be prepared for discussions based upon the readings. Almost every week there is a case study for class discussion. Students are expected to actively participate in discussion of the week’s case study, which the students who wrote memos for that week will lead.

In addition, each week after Week 1, students will post on the discussion board on Blackboard at least one question they have about the reading by 5:00 pm on the Sunday before class. These questions will help to frame our discussion on Monday.

Assignments

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<tr>
<th>Assignment</th>
<th>Weight</th>
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<tr>
<td>Class participation</td>
<td>10%</td>
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<tr>
<td>Blackboard posts</td>
<td>5%</td>
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<tr>
<td>Exam</td>
<td>20%</td>
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<tr>
<td>Case study memos (2)</td>
<td>25%</td>
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<tr>
<td>Book club reflection paper</td>
<td>10%</td>
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<tr>
<td>Research paper</td>
<td>25%</td>
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<tr>
<td>Research paper presentation</td>
<td>5%</td>
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- **Class participation (10%)**: Students will be graded on their participation in the class discussion based upon the thoroughness of their reading and thoughtfulness of their comments. Please be respectful of the opinions of others and let everyone have a chance to make a contribution. Students are also expected to attend all meetings of the Urban Colloquium.
• **Blackboard posts (5%)**: Students should post on Blackboard, by 5 pm the Sunday before class, at least one discussion question on that week’s topic. In order to receive full credit, students must post questions at least ten of the weeks.

• **Exam (20%)**: A short take-home essay exam will be due on November 9th. The exam will cover material from the first two course modules (Weeks 1 through 9). I will distribute the exam one week prior to the due date.

• **Case study memos (25%, 10% for the first memo and 15% for the second)**: Each student will complete two case study memos. I will assign the case studies between Weeks 2 and 3 and particular case study questions will be posted to Blackboard two weeks before they are due. Students must hand in their memo at the beginning of class the week it is due, give a 2-minute summary of their memo to the class, and help lead the class discussion of the case study. Memos should be 2 to 3 typed pages (no longer), single-spaced, Times New Roman size 12 or equivalent, with 1 inch margins. The grading rubric will be handed out the first week of class and posted to Blackboard.

• **Book club reflection paper (10%)**: Our class session on October 26th will be a book club of Oberfield’s *Becoming Bureaucrats*. In preparation for the book club, each student will read the book and write a short reflective paper on it. The paper should have a short (about 1 paragraph) overview of the book, with the rest of the essay discussing how the book reflects the students’ own experiences or expectations regarding public service. The reflection paper should be 2 to 4 typed pages, double-spaced, Times New Roman size 12 or equivalent, with 1 inch margins. All citations must be in APA style. Additional research is unnecessary.

• **Research Paper (25%)**: Each student will complete a research paper examining a current event or debate from three of the theoretical perspectives and concepts we discuss in class. At least one of the theoretical perspectives or concepts must be from the third course module (Weeks 11 through 15). The paper must be at least 12 pages (18 pages maximum), double-spaced, Times New Roman size 12 or equivalent, with 1 inch margins. Reference lists, tables and figures, cover pages, and appendices do not count towards the page minimum. It must use at least 10 peer-reviewed journal articles or academic books, along with 5 other reference materials of your choice. Wikipedia is not an acceptable source. Primary sources are always better than secondary sources (e.g. textbook). All citations must be in APA style. Papers are due during the scheduled final exam time on December 7th. A brief description of your topic is due October 12th. Throughout the semester, we will devote class time to working on your papers. I will look at one draft of your paper and give you comments (this is optional), if you schedule an appointment with me to review my comments. The final day for you to send me a draft is November 16th. I am also available during office hours throughout the semester to discuss your paper. The grading rubric will be handed out the first week of class and posted to Blackboard.

• **Research Paper Presentation (5%)**: Each student will present his or her paper to the class. Presentations should use PowerPoint or equivalent and be approximately 8 to 10 minutes long with two minutes for questions. The grading rubric will be handed out the first week of class and posted to Blackboard.

All written work must be submitted in APA style. A useful source for APA formatting is the Purdue OWL site: https://owl.english.purdue.edu/owl/resource/560/01/. Grading will be based not only on content, but also spelling and grammar. You are in graduate school and the expectation is that you will submit first-class, error-free work each time an assignment is due.
Turnitin
Turnitin is a website where students and teachers submit written work to detect plagiarism. I believe it is a very useful site for students who wish to ensure they do not accidentally plagiarize in their papers. Therefore, I see it as an excellent learning tool, rather than just a punitive one. I created a Turnitin account for this class. It is optional to submit your papers to this site, although I highly recommend that you do. It is a good way to make sure you do not unintentionally plagiarize, before you submit your paper.

To access Turnitin, go to http://www.turnitin.com. If you do not already have an account, you will need to create one with your email address. Once you have registered, you will be prompted to enter a course. Our course number is ** and the password is **. Once you enter that information, you will be able to submit your paper.

Grading Scale

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<tr>
<th>Grade</th>
<th>Minimum Score</th>
<th>Maximum Score</th>
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<tr>
<td>A</td>
<td>94 – 100</td>
<td>90 – 93</td>
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<tr>
<td>A-</td>
<td>89 – 93</td>
<td>80 – 82</td>
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<tr>
<td>B+</td>
<td>87 – 89</td>
<td>70 – 79</td>
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<tr>
<td>B</td>
<td>83 – 86</td>
<td>79 – 79</td>
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<tr>
<td>F</td>
<td>&lt;70</td>
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The professor will only give incomplete “I” grades to students if the student and professor have arranged it before grades are due. Students will only receive an I if they have documentation proving they are unable to complete the course through no fault of their own and they are generally passing the class (C grade or higher). Students receiving an I will sign a contract with the professor detailing what they must do to complete the class and the day by which they will complete it. If the student does not complete the class by the date in the contract, the grade will become an F. According to the Registrar’s Office, the last day to complete a course is the last day of classes of the next term.

Please refer to the CSU Catalogue for more information on I and X grades. Grades will only be changed after they are submitted to the Registrar in cases of clerical error.

There are no extra credit assignments. Your grade will be based on the credit you earn for each assignment.

University Deadlines

- Last day to drop for a full refund is August 28, 2015.
- The deadline for adding a course is August 30, 2015.
- The deadline for dropping a course is September 4, 2015.
- The last day to withdraw from the course is October 30, 2015.
- The final examination week is December 7-12, 2015.

Please check the CSU Academic Calendar to confirm all dates.
Urban Colloquium
The Urban Colloquium will bring new graduate students together around the idea of “urban governance.” The running of our cities is a complex, interdisciplinary subject encompassing all aspects of the academic experience at Levin College. While urban governance is commonly thought of as the leaders and administrators in charge of the local government, it also includes activities of non-profit organizations, how cities are planned and grow, and how diverse groups work together on multi-dimensional problems. We will be exploring the concept of urban governance broadly, but will pay special attention to how different institutions and actors are preparing for the Republican National Convention (RNC) taking place in Cleveland in July 2016.

The Urban Colloquium will meet seven Mondays throughout the semester in Dively, from 6:00 pm to 6:50 pm. On the weeks where there is an Urban Colloquium, our class will start promptly at 7 pm in our usual room. The tentative topics for each Urban Colloquium are listed in the course schedule and posted on Blackboard.

Attendance and active engagement in the Urban Colloquium is required. Failure to attend the colloquium will affect your class participation grade. Please be respectful of guests, arrive on time, and participate in all discussions.

Course Schedule
This syllabus is intended as a guide to the course for the student. Sound educational practice requires flexibility and the professor may, with appropriate notice, change content and requirements at any time during the course. Attending class and checking your email and Blackboard regularly are the best ways to be informed of any changes.

Course Schedule at a Glance
I. The political and social environment of American public administration
   • August 24 – Introduction and course orientation
   • August 31 – American federalism
   • September 7 – Labor Day, No class
   • September 14 – Local government structure and functions
   • September 21 – Accountability and discretion
   • September 28 – Ethics
II. Organizational theory and behavior
   • October 5 – Bureaucracy – classic models and current challenges
   • October 12 – Organizational behavior, Paper topics due, Library session
   • October 19 – Decision making
   • October 26 – Book club, Reflection paper due
III. The core functions of public administration
   • November 2 – Leadership
   • November 9 – Human resources, Exam due
   • November 16 – Budgeting, Optional paper draft due
   • November 23 – Public policy and analysis
   • December 1 – Wrap up, Student presentations
   • December 7 – Student Presentations, Final Paper Due
I. The political and social environment of American public administration

Week 1, August 24
Introduction and course orientation
Key Topics: Introduction to the class and our classmates. Discussion of the syllabus. How to use Blackboard. What is Public Administration? Woodrow Wilson.
Urban Colloquium: Not meeting
Readings: Kettle (2015, pp. 53-67) What is Public Administration? (E-reserve); Wilson (1887) The study of administration (E-reserve); Optional: Morgan chapter 1
Case Study: The blast in Centralia No. 5: A mine disaster no one stopped (E-reserve)

Week 2, August 31
American federalism
Guest speaker
Key Topics: Historical foundation of federalism. The constitutional origins of public administration. Values. Models of intergovernmental relations.
Urban Colloquium: Not meeting
Readings: Morgan chapter 4; Madison (1788) Federalist #51 (Link on Blackboard); Bednar (2005) Federalism as a public good
Case Study: Collaboration amid crisis: The Department of Defense during Hurricane Katrina (Blackboard)
Papers: Start thinking about potential topics

Week 3, September 7
Labor Day, No class

Week 4, September 14
Local government structure and functions
Key Topics: Local government functions and organization. Tiebout hypothesis. Public/private partnerships. Centralization and decentralization.
Urban Colloquium: Recent alumni panel
Case Study: The Port Pleasant City Council (Blackboard)

Week 5, September 21
Accountability and discretion
Urban Colloquium: Internships and jobs
Readings: Morgan chapter 3; Morgan chapter 14, pp. 413-427; Lipsky (2010, pp. 3-25) Street-level bureaucracy: Dilemmas of the individual in public services (Blackboard); Optional: Romzek and Dubnick (1987) Accountability in the public sector: Lessons from the Challenger tragedy (E-reserve)
Case Study: The effects of e-government on trust and confidence in government (E-reserve)
Paper: Narrowing in on a topic, discussion of research challenges
Week 6, September 28  
Ethics  
Key Topics: Responsibilities. The democratic balance wheel. Code of ethics.  
Urban Colloquium: Cross-sector collaboration and conflict  
Readings: Morgan chapter 6; American Society for Public Administration (ASPA) Code of Ethics (Blackboard); Lewis (1991) The ethics challenge in public service (E-reserve)  
Case Study: What’s really going on? (Blackboard) 

II. Organizational theory and behavior  

Week 7, October 5  
Bureaucracy – classic models and current challenges  
Urban Colloquium: Housing  
Readings: Morgan chapter 5; Stivers (1991) Towards a feminist perspective in public administration theory (E-reserve), Taylor (1912) Scientific management (E-reserve); Stillman (2010, pp. 50-63) The formal structure: The concept of bureaucracy (E-reserve)  
Case Study: Improving decision-making and patron service in the King County library system (Blackboard) 

Week 8, October 12  
Organizational behavior  
Paper topics due  
Library session  
Urban Colloquium: Not meeting  
Readings: Morgan chapter 7; Follett (1926) The giving of orders (E-reserve); Gulick (1937) Notes on the theory of organization (E-reserve); Stillman (2010, pp. 410-422) The relationship between politics and administration: The concept of issue networks (E-reserve)  
Case Study: Hospital consolidation: Optimal strategy for a two-hospital town (Blackboard) 

Week 9, October 19  
Decision making  
Guest speaker  
Urban Colloquium: Not meeting  
Case Study: Mayor Schell’s zero homeless family pledge (Blackboard)
Week 10, October 26  
Book club  
Reflection paper due  
*Urban Colloquium:* Environment  
*Readings:* Oberfield (2014) *Becoming bureaucrats: Socialization at the front lines of government service*  
*Case Study:* None  

III. The core functions of public administration

Week 11, November 2  
**Leadership**  
**Exam distributed**  
*Key Topics:* Instruments and functions of leadership. Challenges of administrative leadership. What makes a good leader? Personnel motivation.  
*Urban Colloquium:* Diversity  
*Readings:* Morgan chapter 12; Paarlberg and Lavigna (2010) *Transformational leadership and public service motivation: Driving individual and organizational performance* (E-reserve)  
*Case Study:* Who brought Bernadine Healy down? (Blackboard)  
*Paper:* Outline and tentative bibliography, peer review (please bring a copy for a classmate)

Week 12, November 9  
**Human resources**  
**Exam due**  
*Urban Colloquium:* Preparing Cleveland for the RNC  
*Readings:* Morgan chapter 9; Morgan chapter 8 (skim); Radin and Smith (2009) *Point/Counterpoint* (E-reserve); Perry and Wise (1990) *The motivational bases of public service* (E-reserve)  
*Case Study:* Staff resignations at the division of cultural programs (Blackboard)

Week 13, November 16  
**Budgeting**  
**Optional paper draft due**  
*Guest speaker:* Dr. Geoffrey Propheter (skype)  
*Key Topics:* Purpose of budgeting. Revenue types. Intergovernmental transfers and grants. Performance budgeting and zero-base budgeting. Politics and budgeting. V.O. Key and budget theory.  
*Urban Colloquium:* Not meeting  
*Readings:* Morgan chapters 10 and 11; Key (1940) *The lack of a budgetary theory* (E-reserve); Rubin (2000, pp. 1-28) *The politics of public budgeting* (E-reserve)  
*Case Study:* Managing cutbacks at the Washington State Department of Social and Health Services (Blackboard)
Week 14, November 23
Public policy and analysis
Guest speaker
Urban Colloquium: Not meeting
Readings: Morgan chapter 13; Rivlin (1971, pp. 120-144) Systematic thinking for social action (E-reserve); Walters, Aydelotte, and Miller (2000) Putting more public in policy analysis (E-reserve)
Case Study: Medical Marijuana in Washington DC (Blackboard)

Week 15, November 30
Wrap up, Student presentations
Key Topics: Semester review. Drives of change. Where do we go from here?
Urban Colloquium: Not meeting
Readings: Morgan chapter 15

Finals, December 7
Final Papers Due
Student Presentations

Classroom Policies
Attendance
Because this is a seminar course, a successful class depends on the active participation of all students. Attendance and punctuality are expected. You may miss two classes without documentation without penalty. Subsequent absences will affect your class participation grade at a rate of two percentage points per absence. Assignments that are due on days in which you are absent must be submitted prior to the start of class (e.g. 6pm on Monday). If you miss class or are late, please make sure you get notes from a classmate.

Late Assignments
Assignments must be turned in on the date they are due unless you made prior arrangements with me. Unless otherwise noted in this syllabus, all assignments are due by the beginning of class. Late assignments will be reduced by 5 percentage points for each day (6 pm to 6 pm) or part thereof it is late. For example, if an assignment is due at 6 pm on Monday, and you send it to me at 1 pm on Tuesday, your grade will be reduced by 5 percentage points. I will not accept assignments more than three days late. Blackboard posts written after the beginning of class will not receive credit.

Make-up Assignments
Make-up of exams and assignments is at the discretion of the professor and only with written documentation such as a doctor’s note. Except in absolute emergencies, you must inform me that you will be missing an exam or assignment prior to the deadline.
Technology in the Classroom
When using technology, please be respectful of your classmates and the active and participatory nature of the class. Laptops and tablets are permitted for note-taking only. The use of these devices for email, Facebook, Twitter, or any other purpose is prohibited while class is in session. Please turn off or silence all cell phones during class time. Please do not record the lecture or class discussion without permission of the professor.

I will often start the class with a short PowerPoint lecture. In those cases, I will post the PowerPoint presentations on Blackboard, sometimes in a slightly modified format, at 10 am the day of class. The slides only serve as a guide for the lecture; they are not sufficient for mastering the concepts. In order to earn a high grade in this class, you will need to learn the material by carefully reading the texts, actively participating in class discussions and case studies, and thoughtfully completing the assignments.

Email Policy
While I read my email almost every day, I do not check it constantly. Therefore, please allow one business day for me to respond to your emails. If you email me an assignment, I will always send you a short confirmation email. Do not consider the assignment submitted until you receive that confirmation.

I do not give out grades over email. If you want a grade on a particular assignment or a mid-semester evaluation, please see me during my office hours. I will keep graded exams and papers for one semester. You may pick them up from my office at your convenience.

If I need to contact you, I will do so via Blackboard and your CSU email. Please make sure you check that account frequently for any updates.

University Policies
Cancellation of Class Due to Weather
Class will not be cancelled due to weather unless the university is closed. Check the CSU website for the most up-to-date information.

Students with Special Needs
It is the policy of Cleveland State University that “Educational access is the provision of classroom accommodations, auxiliary aids and services to ensure equal educational opportunity for all students regardless of their disability.” Any student who feels he or she may need an accommodation based on the impact of a disability should contact the Office of Disability Services at (216) 687-2015. The office is located in MC 147. Accommodations need to be requested in advance and will not be granted retroactively.
Academic Conduct

Please note that students are subject to all CSU student policies and academic regulations, including (but not limited to) The Code of Student Conduct and the Policy on Academic Misconduct, which can be found online at: http://www.csuohio.edu/compliance/student-code-conduct.

Students may not work together on assignments, although discussion of course topics and readings is always encourage. Each student must submit a unique copy of all work.

Your Code of Student Conduct states that: “Major infractions comprise those instances of cheating, plagiarism, and/or tampering which affect the overall course grade, such as a major/comprehensive exam, term paper or project, final grade evaluation, or academic standing and status.” Since all of your assignments affect your overall course grade, any instance of academic dishonesty in this class is considered a major infraction. Sanctions for major infractions include a grade of F in the course, and recommendations for suspension or expulsion from the University.

The CSU Student Handbook defines plagiarism as: “Stealing and/or using the ideas or writings of another in a paper or report and claiming them as your own. This includes but is not limited to the use, by paraphrase or direct quotation, of the work of another person without full and clear acknowledgment.” When in doubt, ask the professor, writing center, or librarian for clarification.

Please note that the professor may use plagiarism detection services, such as Turnitin in order to evaluate student work.

Writing Center

The CSU Writing Center is available to help you develop writing skills and learn how to avoid the problem of plagiarism. The Writing Center offers workshops and it is available on an individualized basis to assist you. Be certain to give yourself enough time for the Writing Center to review your material and suggest changes before the due date. The Writing Center can be reached at www.csuohio.edu/academic/writingcenter/index.html.

Library Assistance

The CSU librarians are a very helpful resource. The CSU librarian assigned to work with students in our college is Diane Kolosionek. Her email address is d.kolosionek44@csuohio.edu and her phone number is 216-802-3358. You can make an appointment with her through the library website.