

**August 20, 2016**  
**(draft, subject to revision)**

**University of Southern California**  
**Sol Price School of Public Policy**

**PPD 540 Public Administration and Society**  
**Fall 2016, Los Angeles**  
**RGL 215 Monday 2:00 to 5:20 p.m.**

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This course introduces students to the field of public administration. It examines major intellectual and constitutional foundations of American government and public administration. It examines a theoretical approach to the study of public administration that emphasizes the interactive relationships between individuals and institutions. It also introduces students to fundamental values and ethical underpinnings of public administration, and to how diversity and population dynamics affect organizations and communities.

Students are expected to come away with an understanding of the institutional complexity of American political and social institutions. These perspectives will help them prepare for more advanced courses in public administration. The course is also designed to help students enlarge analytical, communication, and writing skills in preparation for graduate level education and career advancement.

Thorough and timely preparation is essential for the course's success. Course objectives can only be attained with the active participation of all participants. Every participant will be required to make oral presentations and to lead class discussions.

### **Course Requirements**

1. You are required to attend every class session and to come prepared to participate in class discussions. In order to have informed discussions, you **MUST** read all the assigned materials before each class.
2. Team presentation: Each team will be responsible for presenting an overview on a set of course readings and/or leading a case discussion. Please see Appendix I for further details.
3. There will be an Issue Memo (**five to six pages, single-spaced**), the first draft of which is due **Sep 26**. The second draft is due **Oct 3**, and the final version is due **Nov 7**. For detailed instructions, see **Appendix 2**.
4. There will be in-class exercises and case discussions in some sessions. Most cases can be

found in the textbook Charldean Newell, ed. Managing Local Government: Cases in Effectiveness, Washington, DC: ICMA Press, 2009.

5. There will be an **in-class** and a **take-home** exam. For the in-class exam, a study guide will be provided about two weeks before it. Questions for the take-home exam will be distributed in class on **Nov 28**.

### Performance Evaluation

The final course grade will be computed as follows:

Team presentation	10%
One Issue Memo	20%
In-class Exam	30%
Take-home Exam	30%
In-class exercises and participation	10%

### Statement on Academic Conduct and Support Systems

#### Academic Conduct

Plagiarism - presenting someone else's ideas as your own, either verbatim or recast in your own words - is a serious academic offense with serious consequences. Please familiarize yourself with the discussion of plagiarism in *SCampus* in Section 11, *Behavior Violating University Standards*

<https://scampus.usc.edu/1100-behavior-violating-university-standards-and-appropriate-sanctions>. Other forms of academic dishonesty are equally unacceptable. See additional information in *SCampus* and university policies on scientific misconduct, <http://policy.usc.edu/scientific-misconduct>.

Discrimination, sexual assault, and harassment are not tolerated by the university. You are encouraged to report any incidents to the *Office of Equity and Diversity* <http://equity.usc.edu/> or to the *Department of Public Safety* <http://adminopsnet.usc.edu/department/department-public-safety/complaint-form>. This is important for the safety of the whole USC community. Another member of the university community - such as a friend, classmate, advisor, or faculty member - can help initiate the report, or can initiate the report on behalf of another person. *The Center for Women and Men*

<http://www.usc.edu/student-affairs/cwm> provides 24/7 confidential support, and the sexual assault resource center webpage <http://sarc.usc.edu/> describes reporting options and other resources.

#### Support Systems

A number of USC's schools provide support for students who need help with scholarly writing. Check with your advisor or program staff to find out more. Students whose primary language is not English should check with the *American Language Institute* <http://dornsife.usc.edu/ali>, which sponsors courses and workshops specifically for international graduate students. *The Office of Disability Services and Programs* [http://sait.usc.edu/academicssupport/centerprograms/dsp/home\\_index.html](http://sait.usc.edu/academicssupport/centerprograms/dsp/home_index.html) provides certification for students with disabilities and helps arrange the relevant accommodations. If an officially declared emergency makes travel to campus infeasible, *USC Emergency Information* <http://emergency.usc.edu> will provide safety and other updates, including ways in which instruction will be continued by means of blackboard, teleconferencing, and other technology.

### Textbooks

Charldean Newell, ed. *Managing Local Government: Cases in Effectiveness*. Washington, DC: ICMA Press, 2009 (This book is no longer available in hard copies. If you can find a used hardcopy, you may use that. Or, you need to go to the website [icma.org](http://icma.org) and purchase a PDF copy from ICMA Press directly. **Please make sure that you get the correct version, because there are other books by the same author that have similar titles.**)

James Q. Wilson. *Bureaucracy: What Government Agencies Do and Why They Do It*. Scranton, PA: Basic Books, 1989

Joseph M. Williams and Joseph. *Style: Lessons in Clarity and Grace*, 12<sup>th</sup> edition. Pearson, 2016 (Note: This is an excellent book about how to improve one's writing style. We will not discuss it in class, but it is expected that all students will read as much of the book as possible before working on their writing assignments. There are many editions of this book published by different publishers. They are all very similar. Any edition you can find is acceptable.)

### Other Readings Available from “USC USC Libraries” and “Blackboard”

In addition to the textbooks, there are many articles from journals and chapters from edited books.

For journal articles, you can log on <http://my.usc.edu>. Then, click “**USC Libraries**” on the left hand side of the screen. After that, choose “**Journals**” inside the yellow box, and type in the name of the journal in which the article is published. Once you get on the journal's homepage, you can go to specific issues and download the articles needed.

For book chapters, you can log on **Blackboard** for this course; click “**Content**” on the left hand side of the screen, then click “**Book Chapters**”, and you will be shown a list of book chapters available for download.

## Course Outline

### **Aug 22** Introduction

*I recently published a short book on ten principles for a rule-ordered society. Although the book's main focus is governance reform in China, the book draws on many ideas covered in this class, and it also has some discussions on the differences between the American and Chinese systems of governance. Since the focus of this class is American government and public administration, there is no need for you to try to remember the discussion on China. Yet I hope the book can serve as a useful introduction to many of the ideas covered in subsequent sessions of the class.*

Shui-Yan Tang (2012) *Ten Principles for a Rule-ordered Society: Enhancing China's Governing Capacity*. Beijing: China Economics Publishing House (Available on Blackboard)

### **Aug 29** The Study of Public Administration

*The article by Woodrow Wilson is considered by most scholars as the first scholarly publication in the U.S. that examines public administration as a field of study. The article raises many questions that are still being debated nowadays: (1) Should politics be separate from administration? (2) Should administrative responsibilities be concentrated or dispersed? (3) Is there a generic set of administrative principles that can be applied across different political systems?*

*In Chapters 1 and 2 of his book, James Q. Wilson uses three public sector examples to illustrate the importance of organization and how different types of administrative problems need to be dealt with by different organizational design principles. In reading these two chapters, you may want to think about how James Q. Wilson would respond to the three questions mentioned in the preceding paragraph.*

Woodrow Wilson (1887) "The Study of Administration," *Political Science Quarterly* Vol. 2, No. 2, pp. 197-222. (Available from USC Libraries at [my.usc.edu](http://my.usc.edu))

James Q. Wilson, Chapter 1: "Armies, Prisons, Schools"

James Q. Wilson, Chapter 2: "Organization Matters"

Case 1: Carig M. Wheeland and Larry M. Comunale, "Managing without Fear or Favor," in Charldean Newell, ed.

### **Sep 5** **Labor Day**

### **Sep 12** The Constitutional Foundations of American Public Administration (1)

*One can hardly understand American Public Administration without considering the federal system in which government agencies operate. A classic statement on the basic design principles*

*of American Federalism can be found in the Federalist Papers No. 10 and No. 51 written by James Madison who emphasizes the importance of developing a constitutional system that safeguards citizens against any arbitrary exercise of authority and the tyranny of the majority. When you are reading these classic papers, you may want to think about whether the institutional design principles Madison discusses are still valid for contemporary America.*

*The chapter by Morgan, England, and Pelissero examines the basic features and evolution of American Federalism. What are the major ways in which Federal and state governments are related to local governments in the U.S.? Peterson examines two contending perspectives for understanding American Federalism: functional and legislative theories. What are the major elements of these two theories? Which of these two theories better explain recent trends in American politics?*

James Madison (1787 & 1788) *The Federalist Papers*, No. 10 & No. 51 (Available from Blackboard)

David R. Morgan, Robert E. England, and John P. Pelissero (2007) "Cities and the System of Intergovernmental Relations," in their *Managing Urban America*, 6<sup>th</sup> edition, Washington, DC: CQ Press. (Available from Blackboard)

Paul E. Peterson (1995) "Functional and Legislative Theories of Federalism," in his *The Price of Federalism*, Washington, DC: The Brookings Institution. (Available from Blackboard)

Case 19: Bill R. Adams, Glen W. Sparrow, and Ronald L. Ballard, "A Jail in City Center," in Chardean Newell, ed.

## **Sep 19** The Constitutional Foundations of American Public Administration (2)

*Local governments play an important role in American Federalism. According to Morgan, England, and Pelissero, what are the major historical events that led to the current forms of local government in the U.S.? In what ways are municipal governments structured politically? Oakerson examines "the polycentric design of government in metropolitan areas" in U.S. How would you evaluate such a polycentric design in the context of Peterson's arguments on American Federalism? Knox examines the factors conducive to sub-urban sprawl in the U.S. In what ways does the U.S. local government system contribute to this trend? Tang, Callahan, and Pisano outline the key challenges for fiscal sustainability in U.S. local governments. According to them, what are the key principles and strategies for meeting these challenges? Can you think of other important principles and strategies?*

David R. Morgan, Robert E. England, and John P. Pelissero (2007) "Urban Political Structure" in his their *Managing Urban America*, 6<sup>th</sup> edition, Washington, DC: CQ Press. (Available from Blackboard)

Ronald J. Oakerson (2004) "The Study of Metropolitan Governance," in Richard C. Feiock, ed. *Metropolitan Governance: Conflict, Competition, and Cooperation*, Washington, DC: Georgetown University Press. (Available from Blackboard)

Paul Knox (2007) "Schlock and Awe: The American Dream, Bought and Sold," *The American Interest* March/April, pp. 58-67. (Available from Blackboard)

Shui-Yan Tang, Richard Callahan, and Mark Pisano (2014) "Using Common-Pool Resource Principles for Design Local Government Fiscal Sustainability," *Public Administration Review*, Vol. 74, No. 6, pp. 791-803 (Available from Blackboard)

In Class Exercise: Intergovernmental Grant Exercise (drafting the RFP)

**Sep 26 "Self-Interest" in the Public Sector (First Draft of Memo Due)**

*A major controversy in the social sciences concerns human motivation in social contexts. Are human beings primarily self-interested? If so, what is the foundation for human cooperation? One of the most fascinating lines of research is the study of prisoners' dilemmas, characterized by situations in which individually advantageous actions, in aggregate, lead to collective disasters. Thousands of books and articles have been published that examine how the prisoners' dilemma can be used to understand various social, political, and organizational issues. Poundstone's chapter examines the basic tenets of the prisoners' dilemma and their social and political implications.*

*Wilson's article "The Moral Sense" emphasizes the limitations of using the self-interest assumption in understanding human behaviors. He examines such basic human dispositions as empathy and a sense of fairness that underlie human behaviors.*

*Oakerson, following Tocqueville's argument about self-interest rightly understood, takes a middle of the road approach in emphasizing both the self-interest motivation of the individual and the need to create conditions that are conducive to the development of reciprocal and mutually beneficial relationships among individuals and collective units.*

*When you are reading these materials, you may want to consider the following questions: (1) Is the prisoners' dilemma a realistic depiction of meaningful social and administrative situations? (2) What kinds of methods can be used to resolve prisoners' dilemmas? (3) Which is more fundamental, self-interest or the moral sense? (4) How can the principle of reciprocity be applied to solve political and administrative problems?*

William Poundstone (1992) "Prisoner's Dilemma," in his *Prisoner's Dilemma*, New York: Doubleday. (Available from Blackboard)

James Q. Wilson (1993) "The Moral Sense," *American Political Science Review*, Vol. 87, No.1, pp. 1-11. (Available from USC Libraries at my.usc.edu)

Ronald J. Oakerson (1988) "Reciprocity: A Bottom-Up View of Political Development," in V. Ostrom, D. Feeny, and H. Picht, eds. *Rethinking Institutional Analysis and Development*, San Francisco: ICS Press. (Available from Blackboard)

In Class Exercise: Intergovernmental Grant Exercise (Drafting the Proposal)

**Oct 3 Social Capital, Social Networks, and Governance (Second Draft of Issue Memo Due)**

*The concept of “social capital” was used by the sociologist James S. Coleman in the 1980s to study the conditions for student performance at school. The concept was popularized in the 1990s by the political scientist Robert Putnam in a well-known article in the Journal of Democracy called “Bowling Alone” indicating a long-term and gradual decline of social capital in the United State in the preceding decades. What is the meaning of social capital? Why is social capital important for governance and social problem solving? Why has there been a decline of social capital in the United States?*

*Since the popularization of the concept in the early 1990s, many empirical studies have been done to understand the antecedents and impacts of social capital. The article by Larsen et al. examines the relationship between social capital and civic action. What are the policy implications of their empirical findings? In what ways can concepts about social networks enhance our understanding of social capital.*

James S. Coleman (1988) “Social Capital in the Creation of Human Capital,” *American Journal of Sociology*, Vol. 94 Supplement, pp. S95-S120. (Available from USC Libraries at my.usc.edu)

Robert D. Putnam (1995) “Bowling Alone: America’s Declining Social Capital,” *Journal of Democracy* Vol. 6, No. 1, pp. 65-78. (Available from USC Libraries at my.usc.edu)

Larissa Larsen et al. (2004) “Bonding and Bridging: Understanding the Relationship between Social Capital and Civic Action,” *Journal of Planning Education and Research* Vol. 24, pp. 64-77. (Available from USC Libraries at my.usc.edu)

Albert-Laszio Barabasi (2003) “Small Words” in his *Linked: How Everything is Connected to Everything Else and What It Means for Business, Science, and Everyday Life*. New York: Pulme. (Available from Blackboard)

In Class Exercise: “Dirt Dog Consulting”

**Oct 10 Organizational Processes (1)**

*You may recall from reading Chapters 1 and 2 of the Wilson book that government agencies are subject to various constitutional and political constraints, which limit our abilities in administrative reform. In Chapters 7 and 17 Wilson elaborates on how these constraints affect the way we deliver public services. Schuck’s chapter on “Bureaucracy” highlights many current problems of the Federal bureaucracy that contribute to pervasive policy failures. Is his analysis convincing? What would James Q. Wilson say about Schuck’s analysis? To what extent are the “bureaucratic problems” identified by Wilson and Schuck common across different countries?*

James. Q. Wilson, Chapter 7: "Constraints"

James. Q. Wilson, Chapter 17: "Problems"

Peter H. Schuck (2014) "Bureaucracy" in his *Why government Fails So Often: And How It Can Do Better*, Princeton, NJ: Princeton University Press. (Available from Blackboard)

Case 15: Kathryn Kloby, "Performance Measurement," in Charldean Newell, ed.

### **Oct 17** Organizational Processes (2)

*A major issue in organizational analysis is how to secure cooperation from members in an organization. Is it through material incentives or other intangible factors such as professional values and a sense of solidarity among co-workers? James Q. Wilson (Chapter 9) suggests that it depends on the nature of the organization, that is, whether its outputs and outcomes are easily measurable. In Chapter 4, Wilson also suggests that experience, professionalism, and ideology may influence rank-and-file bureaucrats' behavior. The articles by Robertson and Tang examine two theoretical perspectives—rational choice and organizational behavior—for understanding what generates organizational commitment. Based on your own experience, which perspective do you think is more useful for understanding organizational commitment? What are your own strategies for generating cooperation from your co-workers or classmates with whom you need to work as a team? To what extent can your strategies be applied in other organizational settings?*

James. Q. Wilson, Chapter 9: "Compliance"

James. Q. Wilson, Chapter 4: "Beliefs"

Peter J. Robertson and Shui-Yan Tang (1995) "The Role of Commitment in Collective Action: Comparing the Organizational Behavior and Rational Choice Perspectives," *Public Administration Review* Vol. 55, No. 1, pp. 67-80. (Available from USC Libraries at my.usc.edu)

Case: "The Peter Principle" (will be provided in class by the instructor)

Case 3: Susan M. Opp, "Cartgate," in Charldean Newell, ed.

### **Oct 24** Rationality and Decision-Making

*The task of decision-making pervades any administrative organization. Thus a fundamental question in administrative analysis is what constitutes rational decision-making. In the article "The Science of 'Muddling Through'," Charles Lindblom contrasts two approaches to decision making--rational comprehensive vs. successive limited comparisons. What are the major differences between these approaches? Which of these two approaches is more useful for understanding decision-making? What lessons can you draw from Simon's story "The Apple: A Story of a Maze"? Does the story provide you with any insight about real-life decision-making? Gladwell's chapter in his best-selling book, Blink: The Power of Thinking Without Thinking, examines the importance of having "a balance between deliberate and instinctive thinking" when making critical decisions. To what extent does Gladwell's argument support or contradict Lindblom's and Simon's arguments?*

Charles Lindblom (1959) "The Science of 'Muddling Through,'" *Public Administration Review* Vol. 19, No. 2, pp. 79-88. (Available from USC Libraries at my.usc.edu)



Herbert A. Simon (1991) "Mazes without Minotaurs," in his *Models of My Life*, New York: Basic Books. (Available from Blackboard)

Malcolm Gladwell (2005) "Paul Van Viper's Big Victory: Creating Structure for Spontaneity," in his *Blink: The Power of Thinking without Thinking*, New York: Little, Brown, and Company. (Available from Blackboard)

In Class Exercise: "Are you a Maximizer, or a Satisficer?"; "Crashed landing on the moon"

### **Oct 31 In-class Exam**

#### **Nov 7 Emergent Approaches to Public Governance and Management: Mixed Institutions, Collaboration, Globalization, and Sustainability (Final Version of Issue Memo Due)**

*In the past two decades, there have been many key developments in public governance and management that transformed the way we study and practice public administration. Meijer presents some case studies on "networked coproduction of public services. Delfin and Tang examine a case of place-based collaborative land conservation. Fiorino discusses how sustainability issues relate to environmental, economic, and political/social systems, and why the concept of sustainability ought to be a key focus of public administration. Based on these reading materials, how would you characterize as the key issues confronting contemporary approaches to public administration?*

Albert Jacob Meijer (2011) "Networked Coproduction of Public Services in Virtual Communities: From a Government-Centric to a Community Approach to Public Service Support," *Public Administration Review*, July/August 2011, pp. 598-607.

Francisco Delfin, Jr. and Shui-Yan Tang (2006) "Philanthropic Strategies in Place-Based Collaborative Land Conservation: The Packard Foundation's Conserving Landscape Initiative" *Nonprofit and Voluntary Sector Quarterly* Vol. 35, No. 3, pp. 405-429. (Available from USC Libraries at my.usc.edu)

Daniel J. Fiorino (2010) "Sustainability as a Conceptual Focus for Public Administration," *Public Administration Review* Vol. 70, December, Special Issue, pp. S78-S88. (Available from USC Libraries at my.usc.edu)

In Class Exercise: "Shootout at the Zoning Commission: Megastore vs. Pharmacists"

#### **Nov 14 Market-Based Arrangements: Opportunities, Challenges, and Pitfalls**

*One of the major themes of administrative reform worldwide in the past two decades has been the introduction of more competition and market-like arrangements in public service delivery. What are some of the major institutional alternatives? What criteria can we use to evaluate these alternatives? What are the potential and limitations of these alternatives?*

James Q. Wilson, Chapter 19: "Markets"

Trevor Brown and Matthew Potoski (2004) "Managing the Public Service Market," *Public Administration Review* Vol. 64, No. 6, pp. 656-668. (Available from USC Libraries at my.usc.edu)

Jonathan D. Breul (2010) "Practitioner's Perspective—Improving Sourcing Decisions" *Public Administration Review* Vol. 70, December, Special Issue, pp. S193-S200 (Available from USC Libraries at my.usc.edu)

Case: "The Human Side of Privatization" (This case is not from the Chaldean Newell ed. book; it is available from Blackboard)

### **Nov 21** Customer and Results/Performance-Driven Government

*A major theme of New Public Management is a re-conceptualization of ways for running government agencies—focusing on accomplishing on customer satisfaction and results orientation. Perry et al. provides an overview of extant empirical research on the efficacy of performance-related pay reforms. Swiss examines the conditions for developing results/performance based management. Jos and Tompkins examine ways to connect calls to serve "customers" with key public service values. How do their arguments relate to your own work experience in different types of organizations?*

James L. Perry, Trent A. Engbers, and So Yun Jun (2009) "Back to the Future? Performance-Related Pay, Empirical Research, and the Perils of Persistence," *Public Administration Review* January/February, pp. 39-51. (Available from USC Libraries at my.usc.edu)

James E. Swiss (2005) "A Framework for Assessing Incentives in Results-Based Management," *Public Administration Review*, Vol. 65, No. 5, pp. 592-602. (Available from USC Libraries at my.usc.edu)

Philip H. Jos and Mark E. Tompkins (2009) "Keeping It Public: Defending Public Service Values in a Customer Service Age," *Public Administration Review* November/December, pp. 1077-1086. (Available from USC Libraries at my.usc.edu)

Case 14: Tom Mills, "County Prison Overtime," in Charldean Newell, ed.

### **Nov 28** Community-Based Organizations and Citizen Participation **(Questions for Take-home Exam Distributed in Class)**

*In addition to markets and hierarchies, community-based organizations can be effective means for*

*solving major governance problems in society. What are the essential conditions for the effective functioning of these types of organizations? Can governments play a role in supporting these organizations? Are there drawbacks in emphasizing such organizations as a governing instrument? What strategies can be used to overcome obstacles for community-based collaboration? What are the obstacles for developing effective and equitable citizen participation in governance?*

Osborne and Gaebler (1993) "Community-Owned Government: Empowering Rather Than Serving," in their *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*, New York: Penguin Books. (Available from Blackboard)

Ching-Ping Tang and Shui-Yan Tang (2001) "Negotiated Autonomy: Transforming Self-Governing Institutions for Local Common-Pool Resources in Two Tribal Villages in Taiwan," *Human Ecology* Vol. 29, No.1, pp. 49-67. (Available from USC Libraries at my.usc.edu)

Archon Fung (2015) "Putting the Public Back Into Governance: The Challenges of Citizen Participation and Its Future," *Public Administration Review*, Vol. 75, No. 4, pp. 513-527 (Available from USC Libraries at my.usc.edu)

Case 11: Sandra Reinke "Race, Politics, and Low-income Housing" in CharIdean Newell, ed.

**Dec 12 Take-Home Exam due before midnight**

**Appendix 1****Guidelines for Preparing Team Presentations**

1. Each member of the team should read all the assigned readings for the week.
2. The team should meet only after every member has done his/her reading.
3. The team should collectively decide on 10 key ideas it has about the readings. Each key idea should be spelled out in no more than 2 or 3 (complete) sentences. While the team may elaborate on and add examples to each idea verbally during the presentation, all 10 key ideas must be fitted into one printed page. Each team is responsible for making copies for the entire class.
4. When developing these key ideas, the team may consider these issues:
  - a. What are some common themes that come across in most or all of the readings for the week?
  - b. How do some of the theories/examples you learned from the readings relate to your own professional experience?
  - c. Can you think of other examples/cases that may support or contradict the arguments raised in the readings?
  - d. If you want to remember only 3 or 4 key things from the set of readings, what would they be?
  - e. Are there any gaps, inaccuracies, or other problems you see in any of the readings?
5. When developing your 10 key ideas, remember to avoid making your presentation a mechanical summary of each reading, one at a time. Each team member should be responsible for part of the presentation, but make sure that you avoid having each member summarize one particular reading. The key point of the presentation is not to do a mechanical and exhaustive summary of all the readings. Each team should spend no more than 20 minutes presenting the 10 key ideas.
6. After presenting the 10 key ideas, the team should raise 3 to 4 questions for discussion. Try to come up with questions that can trigger fruitful discussion in class. The team must get approval for the questions from the instructor before class.
7. **Each presentation must be supplemented by a short video on a topic related to the readings.**
8. The evaluation of your team presentation will be based on the following criteria:
  - a. Thoughtfulness: creativity, insights, etc. (the key is to go beyond any mechanical summary) (4 points)
  - b. Delivery, i.e., whether each team member explains the ideas clearly and effectively; whether presentation guidelines are followed (3 points)
  - c. Quality of the discussion questions, and whether they trigger fruitful discussion (3 points).

## Appendix 2

### Issue Memo

(First draft due Sep 26; second draft due Sep 26; final version due Nov 7)

In the Case “The human side of privatization” (available from Blackboard), Jim Stuckey is the director of the Support Services Division in Blaze County. He is faced with a decision problem regarding the privatization of janitorial services for the county. You are an administrative assistant to Stuckey and are familiar with all the issues presented in the case. Stuckey asks you to write a memo (**no more than five to six pages, single-spaced**) that analyzes the issue and proposes a course of action for him.

Before you write the memo, you should read the article "Tradecraft: Writing and Analysis for Public Policy and Management" written by Juliet Musso, Bob Biller, and Bob Myrtle (which is available from **Blackboard—click “Content”, and then “Resources for Preparing Issue Memo**). You should prepare your memo according to the guidelines and principles discussed in the article. The sample student memo by Ian Patrick Kline (which is also available from **Blackboard—click “Content”, and then “Resources for Preparing Issue Memo”**) will be also useful. You may adopt the format used in that memo to prepare your own issue memo for this assignment. But feel free to use any other format that can help you convey your ideas better.

**You may assume all the information and data reported in the case as publicly available information, and you may use the information for your memo without specifically citing the case as your source. But you must avoid plagiarizing sentences and paragraphs directly from the case. Please make sure that you follow the guidelines listed in the "Guide to Avoiding Plagiarism" (see Appendix 3).**

**The first draft of your memo (submitted on Blackboard) is due Sep 26. You will be given a chance to revise your first draft based on additional materials to be distributed on Sep 26. The second version (in hard copy) is due Oct 2. The final version (in hard copy as well as submitted on Blackboard) is due Nov 7.**

**The final version of your memo will be evaluated according to the following criteria:**

- (1) whether it adopts a professional and consistent format;**
- (2) whether it provides clear and thoughtful analyses of various alternatives;**
- (3) whether your recommendation is reasonable and clearly explained; and**
- (4) whether the writing is concise, coherent, and free of grammatical mistakes.**

### Appendix 3 GUIDE TO AVOIDING PLAGIARISM

(source: [http://www.usc.edu/student-affairs/student-conduct/ug\\_plag.htm](http://www.usc.edu/student-affairs/student-conduct/ug_plag.htm))

#### Introduction

The following information, with minor modifications, is excerpted from the *Student Guide to the Expository Writing Program* (1996-97). Students should assume these general principles apply to all courses at USC unless an individual instructor gives explicit alternate instructions for his or her assignment.

By its very nature, writing involves both individual and collaborative activity. Even when a piece of writing has but one author, that author employs a language system that is shared with others and draws upon ideas and values that are not his or hers alone. Indeed, one of the most important parts of becoming a writer within the academic community is learning how to balance the obligations of individuality and collaboration. As a college writer, you are expected to use writing to develop and assert your own ideas and beliefs -- to think for yourself. But at the same time you are expected in college writing to engage the thinking of others, to place your own writing within the context of academic discourse by using or criticizing arguments from that discourse. This double obligation provides a framework in which to discuss plagiarism.

#### Plagiarism

Plagiarism is the unacknowledged and inappropriate use of the ideas or wording of another writer. Plagiarism undermines the intellectual collaboration -- the exchange of ideas -- that should mark academic discourse because it permits the writer to avoid any genuine involvement with the concepts or opinions of others. Because the false discourse of plagiarism corrupts values to which the university community is fundamentally committed -- the pursuit of knowledge, intellectual honesty -- plagiarism is considered a grave violation of academic integrity and the sanctions against it are correspondingly severe (sanctions recommended by the university range from a grade of "F" in the course to suspension from the university). Most simply, plagiarism can be characterized as "academic theft."

As defined in the University Student Conduct Code (published in the current *SCampus*), plagiarism includes:

- "The submission of material authored by another person but represented as the student's own work, whether that material is paraphrased or copied in verbatim or near verbatim form;"
- "The submission of material subjected to editorial revision by another person that results in substantive changes in content or major alteration of writing style;" and
- "Improper acknowledgment of sources in essays or papers." (§11.11)

#### Avoiding Plagiarism

Because of the serious penalties for plagiarism, you should insure that any writing you submit represents your own assertions and abilities and incorporates other texts in an open and honest manner. The best way to avoid plagiarism is to be careful to document your sources, even when you are only making use of data or ideas rather than an actual quotation. In academic assignments, writing is assumed to be the original words and thoughts of the student unless told otherwise (i.e.: material from other sources is clearly and properly cited).

## When to Document Outside Sources

### Example 1

#### Repeating Another's Words Without Acknowledgment

##### **Original Source**

(From Neil Postman. *Amusing Ourselves to Death*. New York: Penguin, 1985. 127-128.)

The television commercial is the most peculiar and pervasive form of communication to issue forth from the electric plug....The move away from the use of propositions in commercial advertising began at the end of the nineteenth century. But it was not until the 1950's that the television commercial made linguistic discourse obsolete as the basis for product decisions. By substituting images for claims, the pictorial commercial made emotional appeal, not tests of truth, the basis of consumer decisions.

##### **Plagiarized Version**

*(essentially verbatim)*

Television commercials have made language obsolete as a basis for making decisions about products. The pictorial commercial has substituted images for claims and thereby made emotional appeal, rather than tests of truth, the basis of consumer decisions.

*Although the writer has changed, rearranged, and deleted words in the version above, the text is essentially the same as the original source. In paraphrasing, you take the writer's ideas and put them in your own words. It is **not** a process of substituting synonyms or rearranging the order of words. Even if the version above gave credit to Postman for his ideas, the passage would be considered plagiarized.*

##### **Correctly Paraphrased and Documented Version**

Postman argues that television commercials do not use language or "test of truth" to help viewers decide whether to buy a product. Instead, they rely on images to create an emotional appeal that influences consumers' decisions (127-128).

*In the correctly paraphrased and documented version above, **most of the ideas** have been paraphrased or restated in the writer's own words. Quotation marks have been placed around a key phrase that is taken directly from the original source. In addition, the name of the author refers readers to a corresponding entry in the Works Cited page, and the page number indicates the location of the information in the source cited.*

### Example 2

#### Presenting Another Writer's Argument or Point of View Without Acknowledgment

##### **Original Source**

(From Arlene Skolnick. *Embattled Paradise*. New York: Basic Books, 1991. 11.)

The changes in larger society, as well as their reverberations in the family, call into question basic assumptions about the nature of American society, its family arrangements, and Americans themselves. A "Cultural struggle" ensues as people debate the meaning of change. One of these periods of cultural upheaval occurred in the early decades of the nineteenth century; a second occurred in the decades just before and after the turn of the twentieth century. For the last thirty years, we have been living through another such wave of social change.

Three related structural changes seem to have set the current cycle of family change in motion: first, the shift into a "postindustrial" information and service economy; second, a demographic revolution that not only created mass longevity but reshaped the individual and family life course, creating life stages and circumstances unknown to earlier generations; third, a process I call "psychological gentrification," which involves an introspective approach to experience, a greater sense of one's own individuality and subjectivity, a concern with self-fulfillment and self-development. This is the change misdiagnosed as narcissism.

##### **Plagiarized Version**

Three periods of cultural upheaval in the nineteenth and twentieth centuries have caused major changes in

American society. The first occurred during the beginning of the nineteenth century, the second during the decades before and after 1900, and the third has been underway for the last thirty years. Three structural changes occurring during the current upheaval are primarily responsible for changes in American families. These include the development of a postindustrial information and service economy, demographics changes (including longer life spans that have created new and different life stages), and an increased sense of individuality including a desire for self-fulfillment and self development.

*The writer of the passage above correctly paraphrases Skolnick's ideas but does not give her credit for her ideas or line of argument. The version below eliminates the plagiarism by attributing the ideas to Skolnick.*

### **Correctly Documented Version**

According to Skolnick, three periods of cultural upheaval in the nineteenth and twentieth centuries have caused major changes in American society. The first occurred during the beginning of the nineteenth century, the second during the decades before and after 1900, and the third has been underway for the last thirty years. Three structural changes occurring during the current upheaval are primarily responsible for changes in American families. These include the development of a postindustrial information and service economy, demographics changes (including longer life spans that have created new and different life stages), and an increased sense of individuality including a desire for self-fulfillment and self development (11).

*In the version above, a reader would be able to locate the source by finding the title of Skolnick's book in the Works Cited page and looking on page 11, the number indicated at the end of the paragraph.*

### Example 3

#### Repeating Another Writer's Particularly Apt Phrase or Term Without Acknowledgment

##### **Original Source**

(From Arlene Skolnick. *Embattled Paradise*. New York: Basic Books, 1991. 11.)

Three related structural changes seem to have set the current cycle of family change in motion: first, the shift into a "postindustrial" information and service economy; second, a demographic revolution that not only created mass longevity but reshaped the individual and family life course, creating life stages and circumstances unknown to early generations; third, a process I call "psychological gentrification," which involves an introspective approach to experience, a greater sense of one's own individuality and subjectivity, a concern with self-fulfillment and self-development. This is the change misdiagnosed as narcissism.

##### **Plagiarized Version**

The large number of "self-help" books published each year attest to Americans' concern with self-improvement and achieving more fulfilling lives. This process might be described as "psychological gentrification."

##### **Correctly Documented Version**

The large number of self-help books published each year attest to Americans' concern with self-improvement and their desire to have a more fulfilling life. Skolnick labels this process as "psychological gentrification" (11).

*As the example above illustrates, putting quotation marks around a borrowed word or phrase is not sufficient documentation. You must also acknowledge the author and give the page numbers so a reader would be able to consult the original source and locate the word or phrase. In the original source, Skolnick takes credit ("a process I call") for coining the term "psychological gentrification." Quotation marks in the original appear to be used for emphasis. Phrases in quotations should be cited unless they have become common usage (e.g., "postindustrial" in the original source above).*



### Summary

Students should be aware that the above information addresses general standards taught by the Expository Writing Program concerning plagiarism and citation of sources. Individual instructors in all university courses may specify additional requirements for their assignments, and the instructor responsible for an assignment should be consulted when students have questions regarding standards for that assignment.

### Resources

#### *Your professor.*

Instructors may require more specific standards for documenting source materials in written assignments. Any questions or uncertainty about citation should be addressed to the instructor for the course, either during established office hours or by arrangement.

#### *The Writing Center.*

Part of the Expository Writing Program, the [Writing Center](#) (THH-310, 740-3691) offers tutoring for writing papers and improving writing skills for students at all levels.

#### *SCampus.*

All students should have received a copy of this student guidebook which contains the Student Conduct Code, other policies applicable to students, and information about university resources available to assist students in their pursuit of academic success. The [SCampus](#) is available in printed form at Topping Student Center.

Return to [Student Conduct homepage](#)

Office for Student Conduct

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