Instructor Information

Three (3) credit hours
Classroom: Law 174 (in the right hand corner of the law library)
Instructor: Dr. Sara Rinfret
Professor’s Office: LAW 146
Email: sara.rinfret@mso.umt.edu (email is the most reliable way to contact me)
Office Phone: 406-243-4702
Office Hours: Tuesdays (11:00a.m.-noon.); Wednesdays (9-10a.m.); or by appointment

Communication with the Professor
My approach is to value student inquiries and be responsive. I can be reached via email from 8a.m.-6p.m. (M-F) for course inquiries. Please allow for up to 24 hours for a response. Unless an emergency, student email inquiries sent over the weekend will be addressed on Mondays.

Course Description
This is the introductory foundation course for the Master of Public Administration degree and familiarizes you with public service as a career path and as a field of study. It is one of the core courses for the degree program. In this seminar, you will explore values, theories, practices, and strategies common in the field to understand contemporary issues encountered by public managers in government or nonprofit organizations. We will think more deeply about the constitutional, democratic, and cultural tenets that frame notions of acceptable government action; managerial, political, and economic aspects of public and nonprofit service; links between law, policy, and administration; intergovernmental and public-private-nonprofit relations in public service delivery; and the intellectual heritage of the field. Public service can be challenging. In this course, you engage in discussion with colleagues to consider what public service means and how to do it well.

Expectations for Student Learning for this Course and the University of Montana’s MPA Program

By the end of this class, you should be able meet the following course learning objectives:

<table>
<thead>
<tr>
<th>Learning Objective 1</th>
<th>To understand the nature, context, and foundations of public administration.</th>
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<tr>
<td>Learning Objective 2</td>
<td>Promote understanding and appreciation for the complexity and dilemmas of current administrative practices</td>
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<tr>
<td>Learning Objective 3</td>
<td>Apply conceptual frameworks within which to examine your role as public servants (theory to practice)</td>
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<tr>
<td>Learning Objective 4</td>
<td>Prepares students for their graduate studies and enhance employment skills through emphases on critical thinking, analytical skills, technology, cultural awareness, and writing</td>
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<tr>
<td>Learning Objective 5 (NASPAA National Competency)</td>
<td>Within the MPA program, this course is designed for students to make significant progress in the following NASPAA learning outcome: articulating and applying a</td>
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public service perspective. Subsequent courses in the MPA program of study reinforce and further develop these and other competencies.

Required Course Materials

2. Moodle Readings – noted with an asterisk (*) in the course schedule
   a. Many of our Moodle readings come from:

Additional Materials Needed

3. Podcasts (see hyperlink in course syllabus/posted on Moodle by week)

For students interested in free books for this course, I suggest using the university's inter-library loan – great way to decrease costs. You can request the book via inter-library loan for the semester. Let me know if you need help with this.

Course Expectations

Class Preparation and Participation:
This course requires that you engage the material inside and outside of class. During class, you participate by frequently asking questions and offering interpretations of course materials. Students should come to class having read the assignments so that they are prepared to thoughtfully and productively contribute to classroom discussions.

Attendance and Tardiness:
Students are allotted one absence for the semester for any reason. Upon a second absence, a student must meet with the instructor to determine what extra assignments need to be submitted to make-up for the additional absence. Students are not allowed to miss on the evenings we have guest speakers. Any more than two absences during the semester will merit a serious consideration of whether the course should be dropped and attempted in the future. Students who are frequently late to class or who leave early should also expect to have their overall grade reduced.

Laptop Computers and Cell Phone Policy:
Courtesy in class discussion extends to making sure cell phones are silenced and are not accessed during class. Additionally, laptops and tablets are a great distraction and not permissible unless used for locating a course reading.

Using Moodle:
The course Moodle shell is where students can find additional copies of the course syllabus, required readings, assignment instructions, grades, dropboxes for assignments, and class announcements. Here is the link for Moodle access: [http://umonline.umt.edu/](http://umonline.umt.edu/)

Firing Option:
Working in groups can often be difficult, thus each group reserves the right to fire underperforming group members. A group can fire a team member after first providing a written warning and consulting with the professor. If the performance does not improve after the warning, the group can fire their teammate. Fired students will then have to conduct an additional research project on their own in addition to any remaining deliverables.
Robot:
If you are taking this course via robot, please ensure you are sitting near your modem/have a strong wifi connection. You must have a webcam and microphone that work. Lectures will be sent before class so remote students can better connect with the class. Students participating via robot are expected to coordinate with a partner/group for assignments. Trouble shooting is the responsibility of the student. If the robot fails, reconnect on your own so we limit classroom disruption.

Guidelines for Written Work:
All written assignments should meet the following criteria in addition to the assignment instructions:
1. All work must be typed, double-spaced with 12 point font, and have one inch margins.
2. Citations should follow style guidelines such as MLA, Chicago, or APA (in-text citations and a reference page are required).
3. Assignments are due on the date/time listed in the course schedule; late assignments will not be accepted.
4. All assignments must be turned in via Moodle as Microsoft Word files (.doc or .docx). If the instructor cannot open the document, the student will not receive a grade. Submission of assignments via e-mail will not be accepted unless specific arrangements have been made.
5. Written work will be evaluated in terms of content, following instructions, organization, and writing/grammar.
6. Student collusion is not allowed for individual assignments and will be treated as an act of plagiarism.

Note: If a citation is missing in Moodle, please just cite the title of the reading and the week in Moodle. Apologies if quality of scans are poor, let me know, and I will do my best to address.

Course Performance (Grading):
You can earn one of three grades in this class: A, B or C. There are no pluses or minuses for the final grades in this class. During the semester I will not assign grades or scores to individual assignments; instead I will provide written or verbal feedback within 7 business days. In my feedback, I will identify the strong aspects of the assignment, point out information or concepts that were missing from your assignment, and/or suggest additional work (thinking, writing, reading, etc.) that you need to do in order to improve your understanding of the topic. Ideally this feedback will help you deepen your understanding of the material and concepts. During weeks 3 and 8 students will sign up for individual conferences with the professor.

This class employs something called contract grading. One of the goals of contract grading is to reduce the anxiety about grades that students often experience. Another goal is to encourage students to develop their own motivations for excellence. A key aspect of contract grading is to emphasize qualitative evaluative feedback over quantitative (numerical) assessments of students’ written work. In courses with contract grading, the instructor sets a clear and unambiguous bar for earning a B in the course. If students meet this bar, they are guaranteed a B in the course. Students must go above and beyond this bar in order to earn an A in the course, and they must fall below the bar in order to earn a C in the course.

You are guaranteed a final grade of B in this class if you:
1. Meet the stated criteria for all assignments;
2. Meet due dates for all assignments;
3. Attend all classes, arrive on time, stay for the duration of the class, and provide your full attention;
4. Actively participate in all class discussions and exercises;
5. Ask thoughtful questions during peer exercises and assignments during class; and
6. Edit all assignments so that they conform to course writing guidelines

Note: 1, 2, and 6 are part of regular written feedback; 3, 4, and 5 will explicitly be discussed with students during individual conferences.

The grade of B does not derive from my judgment about the quality of your writing, the uniqueness of your ideas, or your enthusiasm for public administration. If you meet the conditions above, you will earn a B in this class. However,
your final grade will fall rapidly below a B if you do not meet these conditions. I will mention it explicitly in my written feedback or during one of our conference sessions if you are in danger of falling below a B in the course.

To earn an A in the course, you must do everything that you must do to earn a B as well as:
1. Demonstrate a sophisticated understanding of the material and concepts presented in class;
2. Produce creative, unique, and thoughtful assignments;
3. Receive critiques during peer exercises and class discussions in a professional and nondefensive manner;
4. Demonstrate a strong commitment and willingness to learn and grow from team assignments;
5. Turn in assignments that are concise, carefully edited, and easy to read.

To earn an A, your performance in all aspects of this class must be exceptionally high quality. I will let you know in my written feedback or during one of our in person conferences if you are in the running for an A in the course.

You are welcome to discuss this grading contract, your performance in the course or your concerns about your final grade with me during my office hours, scheduled student conferences, or by appointment. These issues are best addressed in writing and earlier rather than later.

Each assignment will receive written feedback via the Moodle assignment dropbox. Students are also invited to discuss assignments with me before turning them in at any point during the semester. Students are also encouraged to make an appointment with UM’s Writing and Public Speaking Center.

Help with Technology:
Please make sure that your Internet browser settings meet the requirements to be Moodle compatible. Call UM Online by phone, (406) 243-4999 or email umonline-help@umontana.edu if technological problems arise. There is no on-call assistance during nights and weekends. For a total Moodle system failure, students will be sent an email by the University of Montana. Your instructor cannot provide IT support so please contact the appropriate University staff if an issue arises.

MPA Portfolio
If you are using any of the class assignments for your final MPA portfolio, it is your responsibility to keep track of professor feedback. Use your computer’s snipping tool to obtain assignment feedback and affix to your final assignment submission.

Assignments:

This semester you will be evaluated on three major assignments: 1. Understanding the Founders Outlines; 2. Student Teachers; and 3. Professional Skills Development Project.

Understanding the Founders (3 need to be completed):
Understanding the Founders Outlines encourage reflective reading and succinct summary of foundational texts and then applying the concepts therein to public sector dilemmas. These one page (single-spaced) full-sentence outlines demonstrate your command of weekly readings, encourage active discussion, and help you apply theory to practice. Our course schedule indicates which founder(s) to focus your attention for each of these assignment options. For example, the September 3, 2019 Understanding Founder options is Woodrow Wilson. Outlines are always due by Tuesday, 3:30p.m

Each outline should include:
1. Major Arguments
   a. Summarize the major argument presented per PA founder(s) for the week.
2. Knowledge
   a. What does this author(s) add to our knowledge about public administration?
3. Solving Problems
   a. How does this founder(s) help us to solve contemporary public administration problems?

Please be prepared to share your ideas with your colleagues each week during our discussions. Over the course of the semester, several Understanding the Founder Outlines are possible for students to select from. You only have to complete three outlines; however, a student can complete all of our outlines available. It is your choice.

Student Teachers (select one topic with team)
Listed below are four public administration topical areas. For each topic, our entire class will collectively read four case studies/readings over the course of the semester. Each case presents a dilemma and provocative question. Students will work in teams to present their approach to tackling this dilemma/question. This assignment includes:

- A written action plan (1 page, single spaced)
  o The action plan addresses how your assigned role addresses arguments from peer reviewed research, and your advice to move forward. The assigned case reading is a starting point for your group to research further.
- A 15 minute (no more) presentation to the class.
  o Your presentation should: include each member of your team, collectively present what your team will do to address the question, how you will do this, and why you will do it. This should not be a regurgitation of your one page action plan.

Note: Students are strongly encouraged to meet with the professor in advance to discuss a draft plan and presentation. The written portion of this assignment is due to Moodle by 3:30 p.m. the due date. (One submission per group). Students should be prepared to present during the beginning, middle, or end of the class session. Designated dates are in our course schedule below.

| Topic 1: The County Planner and Politics (see Form 16, Moodle Reading), September 10 | Question: In this case, your group represents the county planner. Is there anything that can be done to avoid, or at least minimize, unethical behavior in public administration in general? How about this case in particular? |
| Topic 2: Mansplaining (see Moodle reading), October 6 | Question: In this case, your group represents mid-level managers in a state agency. What mechanisms do you suggest to ensure everyone has a seat at the table in organizational decision-making processes? |
| Topic 3: Emotional Labor and Human Resource Management (see Hartley, Moodle Reading), October 22 | Question: In this case, your group represents HR staff in a local public organization. Is there a differential presence or absence pertaining to the gender divide as it relates emotional work in Human Resource Management recruitment? How would your office about addressing the role of emotional labor? |
| Topic 4: E-Governance (see West, Moodle Reading), November 19 | Question: You represent a team of recent MPA graduates and your task is to assist the MT Department of Administration to address: how can you help Montanans transition from an industrial to digital economy? |

Professional Skills Development Project (3 assignments)
The Professional Skills Development Project involves working with a partner on three interconnected assignments. You will critically assess the pillars of public administration: efficiency/effectiveness; accountability/responsiveness; and equity/fairness. Please use the google doc sign up to indicate your group’s preference.
Pillar 1: Efficiency & Effectiveness
Skills Assignment 1: Organizational Design:
Please read Exercise 3, Form 12, and Form 13 listed on Moodle, Week 7 to begin this assignment. Design a new organization chart for the Department of Economic Development (graphic) and write a justification that explains your reconfigured organization structure and why you selected this approach. Conclude by explaining why your team’s redesign will enhance the efficiency and effectiveness of the organization.
- Use approximately 4-5 scholarly sources
- 4-5 pages (double spaced); this includes your org chart at the beginning; reference page does not count toward the page requirement

Pillar 2: Accountability & Responsiveness
Skills Assignment 2: Congressional Testimony
Your team represents an upper level policy manager(s) within the Office of Personnel Management. You have been called upon by Congress to recommend step(s) to address whether the federal government should pass a policy to require all states to implement option “X” on IDs. To get started with this assignment, please read “gender-nonbinary.” listed on Moodle (Week 6 reading). After reading, conduct additional research to see what local, state, and federal agencies are doing across the US regarding this issue. Write testimony you will read to Congress. Please include:
  1. Introduction: who you are (expertise)
  2. Assessment: What is the evidence for and against having an “X” for gender-nonbinary? Your analysis should clearly identify how the Office of Personnel Management maintains accountability and responsiveness to the implementation of public policy.
  3. Suggestions and Preferred Action: What options are available? What are your key suggestion to Congress?
  4. Use up to 4-5 scholarly sources; 2-3 pages (single spaced)

Pillar 3: Equity & Fairness:
Skills Assignment 3: Press & Final Presentation:
Your team represents the public information officers for your public sector agency. Your agency is going to unveil a new project to advance equity and fairness in your agency. Your task is to unveil this new project in a press release (Topic is your choice. Use prior readings or interest to develop your project). Your press release should include:
  1. Title: Persuade the audience to read your press release and give them a clear sense of your project
  2. Body: tell us what your agency is doing that is new and noteworthy to advance organizations in the area of equity and fairness (e.g. you conducted a pay equity audit or created a new diversity management policy)
  3. Throughout: use quotes (might be from PA scholars or PA practitioners you know) – provide evidence
  4. Make sure to use up to 4-5 scholarly sources (footnote them; no formal reference page needed); 1 page (max), single spaced
  5. Samples

Under extenuating circumstances only, students can work on their own. Please contact the professor. Teams should submit one assignment per group for each assignment on the designated Moodle dropbox.

Teams are strongly encouraged to submit drafts to the professor and are required to bring talking points (in your notes) to share project elements on the evening that the skills assessment assignments are due.

Each student team is expected to present during the final week of class. A sign up will be provided later in the semester. This presentation will be 4-5 minutes (max). You should explain your reflective theme for the semester (e.g. cultural awareness, diversity, organizational structure, motivation). What did you learn? What do you look forward to? What is important for our field and profession to consider for the future? Students should demonstrate teamwork, mastery of course materials, and the ability to answer questions about their content.
### Course Schedule

Although this is the general outline of readings, the schedule may change as the semester proceeds. If this is the case, students will be notified of any changes. The readings marked with an asterisk (*) are available on Moodle, required, and organized by week.

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<thead>
<tr>
<th>WEEK</th>
<th>TOPIC</th>
<th>READ/LISTEN</th>
<th>WHAT YOU WILL LEARN:</th>
<th>FOR SUBMISSION:</th>
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| 1 (Aug 27)    | Course Overview & Helpful Tips for Successful Graduate School Experience | Watch first 30 Minutes of Kathleen Sebelius Video | • Intellectual roots of public administration and the field’s enduring debates  
• Defining pillars of public administration  
• Understand how to effectively work with teams | - Student Teachers (sign up, in class)  
- DISC Personality Survey (in class) |
| 2 (Sept 3)    | What is Public Administration?                      | Kettl, Chapters 2 and 3; *Stillman | • Politics-administration dichotomy  
• Historical debates underpinning public administration  
• Variation in government growth | - Understanding Founder Outline (Woodrow Wilson); 3:30 Moodle  
- Sign up for Professional Skills Development Group  
- Review purpose of student teachers (in-class) |
| 3 (Sept 10)   | History and Development of Public Administration    | Friedrich/Finer, *Chapter 1 (Guy/Ely), *PAR Code of Ethics Kettl, Chapter 1 *Form 16 (student teacher reading) | • The role of accountability in public administration  
• Constitutional role  
• Different between public administration and business administration | - Understanding Founder Outline (Friedrich and Finer); 3:30 Moodle  
- Student Teacher Group #1; 3:30 Moodle (1 per group)  
- Individual conference with professor (sign up in class for week 4) |
• The role of working with external stakeholders  
• Examination of PA as a living system | - Understanding Founder Outline (Long, Conlan, Gaus); 3:30 Moodle  
- Start to think about Professional Skills Assignment 1 |
| 5 (Sept 24)   | Internal Controls: Knowing Your Environment         | Kettl Chapter 5, *Waldo, *Mayo    | • Representative bureaucracy  
• Theories of motivation | - Understanding Founder Outline (Waldo and Mayo); 3:30 Moodle |
<p>| 6             | Organization Theory                                | Kettl, Chapter 3,                | • Organizational structure | - Understanding |</p>
<table>
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<tr>
<th>Date</th>
<th>Topic</th>
<th>Text</th>
<th>Assignments</th>
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Cultural shifts                                                                                                                                                                          | Founder Outline (Weber and Taylor); 3:30 Moodle  
- Student Teacher #2; 3:30 Moodle (1 per group)                                                       |
How to effectively manage people  
Benefits and drawbacks of organizational design/structure                                                                                          | Professional Skills Assignment 1; 3:30 Moodle (bring notes to class)  
- Mid Semester feedback (in class)  
- In class discussion about Professional Skills #2                                                      |
| Oct 8  | Human Resource Management (We do not meet in class; Professor at a conference) | Kettl, Chapters 8 and 9, *Wise, *Stivers, *Hendren and Pandey *Hartley (student teacher reading)  
Personnel management vs. human capital  
Public service motivation  
How to effective recruit and retain a workforce  
Diversity management and cultural awareness                                                                     | Begin readings  
- Implicit Bias Quiz (take on own/at least 2-3 under social section) – bring results (in notes) to next class  
- Sign up for an individual conference with the professor (in class)                                           |
Personnel management vs. human capital  
Public service motivation  
How to effective recruit and retain a workforce  
Diversity management and cultural awareness                                                                 | Student Teacher #3; 3:30 Moodle (1 per group)                                                             |
| Oct 10 | Decisionmaking and Group Dynamics                                       | Kettl, Chapter 10, *Lindblom  
Muddling through, defined  
Types of decisionmaking  
Policy process versus policy analysis  
Exploration of value neutrality                                                                                                                                  | Understanding Founders Outline (Lindblom); 3:30 Moodle                                                   |
| Nov 11 | Policymaking and Implementation (Ginny Merriam and Anne Hughes, Guest Lectures) | Kettl Chapter 12, *Stone, *Rinfret et al.  
Understanding or rulemaking and regulatory processes  
Differentiate between congressional and agency policymaking  
Implementation strategies                                                                                                                                         | Professional Skills Development Assignment #2, 3:30 Moodle  
- In class discussion about Professional Development Assignment #3                                           |
| Nov 12 | Public Budgeting                                                        | Kettl Chapter 11, *Rubin  
Understand why public budget is political  
How we spend and determine priorities                                                                                                                                   | Develop questions for Dawn Ressel (in class)                                                             |
### Classroom Policies

- **Extra Credit:** Not available for this course.
- **Make-up Exams:** Our exam is take-home and listed in the course schedule, so make up exams are not available.
- **Classroom Etiquette:** A driving component of our MPA program is professionalism and your ability to work well with others. Thus, the expectation is that you will maintain a high level of professionalism in your classroom conduct with me, and with your fellow students. This means being respectful during class discussions, and in all communications with the professor and others. Failure to do so will result in removal from class discussions.
- **E-mail Etiquette:** E-mail is a wonderful tool for you to contact me with questions, but it does not replace office hours. If you have involved questions about course material, you should set up a time to come see me or set up a Moodle collaborate conversation.
- **Incompletes or Withdrawals “W” for the Course:** If for some reason the course is not working out for you please adhere to the University’s policies for the last day to drop a class. Since this is a 10 week course, incompletes will not be an option.
- **Late Assignments:** Students are expected to submit all work on the date specified in the course calendar. Any exceptions to this must be approved by the instructor 72 hours before the date in question. Students must complete all assignments to receive a grade for the course.
- **University Attendance Policy:** (please make sure to follow the participation course policies listed above too) Students who are registered for a course but do not attend the first two class meetings may be required by the instructor to drop the course. This rule allows for early identification of class vacancies and to permit other students to add classes. Students not allowed to remain must complete a drop form or drop the course on the Internet (http://cyberbear.umt.edu) to avoid receiving a failing grade. Students who know they will be absent should contact the instructor in advance.
- **Wikipedia:** This online source is not reliable and should not be cited in any course assignment. The goal is to become accustomed to using scholarly sources for all work in any of your courses at the University of Montana.
- **Academic Dishonesty (Plagiarism):** Students must follow the University’s policies for academic dishonesty. For detailed information, please view. As such, all work submitted must be your own; no duplicate work (work completed for another class) will not be accepted. Acts of cheating or plagiarism will result in a grade of zero (0) for the assignment. Moreover, acts of plagiarism will also be reported to the Academic Court. To
avoid acts of plagiarism, cite each reference or source you use and give proper credit for the ideas, opinions, and findings of others. When you are using the exact words of others, you must use quotation marks and include the page number where you found the quote in your citation.

- **Moodle:** This class is supported by Moodle. Please refer to this site regularly for additional readings, announcements, grades, submitting assignments, or updates to the schedule. When submitting assignments on Moodle, students should attach Microsoft Word doc or docx files.

- **Sensitive Course Materials:** College education aims to expand student understanding and awareness. Thus, it involves engagement with a wide range of information, ideas, and creative representations. In college courses, students can expect to encounter—and critically appraise—materials that may differ from and perhaps challenge familiar understandings, ideas, and beliefs. Students are encouraged to discuss these matters with the professor.

- **Disability Assistance:** The University of Montana assures equal access to instruction through collaboration between students with disabilities, instructors. The link for this is information: Disability Services for Students. If you think you may have a disability adversely affecting your academic performance, and you have not already registered with Disability Services, please contact Disability Services in Lommasson Center 154 or call 406.243.2243. I will work with you and Disability Services to provide an appropriate modification.

- **Cultural Leave Policy:** UM has a Cultural and Ceremonial Leave Policy: “Cultural or ceremonial leave allows excused absences for cultural, religious, and ceremonial purposes to meet the student’s customs and traditions or to participate in related activities. To receive an authorized absence for a cultural, religious or ceremonial event the student or their advisor (proxy) must submit a formal written request to the instructor. This must include a brief description (with inclusive dates) of the cultural event or ceremony and the importance of the student’s attendance or participation. Authorization for the absence is subject to approval by the instructor. Appeals may be made to the Chair, Dean or Provost. The excused absence or leave may not exceed five academic calendar days (not including weekends or holidays). Students remain responsible for completion or make-up of assignments as defined in the syllabus, at the discretion of the instructor.”