

**Cleveland Seminar**  
PAD 493/593 [50]  
Public Administration Program  
Fall Semester, 2007

L. F. Keller, Instructor  
Glickman-Miller Hall (UB) 130  
Levin College of Urban Affairs  
Cleveland State University

## **SYLLABUS**

This is an upper level undergraduate/graduate level examination of local government and governance. The Seminar emphasizes learning by interacting with those who do the governing, from elected officials to appointed civil servants and members of boards. Much of the class will be sessions with public officials and those who interact with public officials, ideally in a variety of settings. These are the settings in which local government and affiliated organizations operate. In essence, the class is a field study of all aspects of local government. To capture the governance process, that is, how government actually governs, the class also looks at organizations that interact with the community and government, from special interests to traditional community organizations such as churches and social groups.

The course is part of a series of experiential seminars focused on different levels of American government. The Columbus Seminar, a study of the governance of the state of Ohio, is offered in the Spring Semester and the Washington Seminar, a study of the federal government, is offered in the Summer Session.

### **Scope**

The course examines the basic administrative processes of all institutions involved with modern local governance. Their roles in governance, that is, setting policy direction for both the short and long terms, is emphasized. Of key concern are American local institutions and governance processes, reflecting both our urban development and political dynamics. These institutions shape life in our urban areas and facilitate or hinder the development of communities.

### **Focus**

Though the course touches upon and analyzes history, the focus is on the nature and success of governance in local communities. The basics include both the structure and processes of government, the basic theoretical approaches to their study and the norms that should guide the actions of those who direct and manage local institutions. The purpose is to provide both an understanding of and experience in the governing of local communities in the Greater Cleveland area.

### **Requirements**

Students are required, of course, to do the assigned reading. This is presumed to be done timely and thoughtfully. The instructor assumes adult learners paying for the privilege to read and question, or having others pay for their privilege, will ask if they do not understand the readings or if these are not clarified in class. Many times class lectures do not discuss the readings directly, but rather place the reading assignment in a context and develop related material in addition to the reading assignment(s). Asking questions, therefore, may be the only way to have the reading assignment clarified and professionally applied.

Class sessions will consist of two Saturday half day sessions, on the second and second to last Saturdays of the semester; 1 September and 1 December respectively. The first of these sessions will setup the course conceptually by lectures and readings. In contrast to traditional courses, you should do the readings by the first Saturday session. Between the two (2) Saturdays class will meet in a variety of locations for half day sessions with public officials and with those with whom public officials interact in local governance.

Topics are listed in the *Order of Study section* below. Note the name of the topic as it indicates what we will cover and how it is related to the rest of the course. This connection may be very helpful as the textbook and other materials may not be covered directly in class; however, the student should be able to connect the lectures and information from those with whom the class meets with the readings into a "whole." As noted above, if this is not the outcome, questions may be the order of the day. Many of the readings will be developed during the course, reflecting information from both your professor and others with whom we will interact. Critical reading means finding both the good and bad points, the latter being words, grammar, content, etc., that does not work. Work means that the material does not add to your understanding. Stating why that is the case is the essence of an effective critique.

Each student must select four (4) readings to critique. The critique is to be a short, not longer than three (3) pages, analysis of the reading. The contribution of the critiques to the final grade is in the *Grading Section*. A definition of what a critique is, and some suggestions about how to do it, are in that section below, *Critiquing Books and Articles*.

Each student will also present a book to the class. The book will be presented by posting it on the course website. How to do that and to access the website generally will be covered in the first class session. The book will cover one of the following areas - Public Administration, Planning, Economic Development, Public Policy, Urban Politics and Urban Sociology. Books may be selected from the Reference Section at the end of the Syllabus or with the permission of the instructor. These selections include both classics and some of the most recent books in the areas.

The presentation will be a critique of the book. The critique must not exceed five (5) pages, doublespaced word processed. A critique notes how well or how poorly the book captures the topic it discusses. As noted above, consult the section of the Syllabus, *Critiquing Books and Articles*.

If a student has a particular interest, she may want to present a book on that interest. The instructor is open to other areas if they help to illuminate governance of an urban community or a collection of such communities.

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All the dates as well as the nature of assignments are detailed in the *Assignments and Presentations* and *Critical Dates Sections*.

Much of the class information will be delivered by guest speakers. The class is an inside examination of local governance, utilizing those that actually engage in it. Students need to develop the ability to learn from presentations. This requires sorting out the validity of what is presented as well as organizing it with appropriate concepts and theories. Asking insightful questions and evaluating the answers can generate considerable knowledge. The art of learning and evaluating from presentations is a key skill in the modern world.

### **Agency Histories and Governance Effectiveness**

The focus of the course is on governance, that is, the ability of a community to establish direction in its policies and administration. Governance does not mean that government controls the community. Rather governance is a political process by which a community determines some of its basic goals and attempts to achieve them. This can be done by inhibiting adverse activities as well as promoting useful activities.

The most effective method to study governance is to take a focal organization and examine how it has contributed to community governance. This is a major research paper and is due the final class period. For this research, each student should choose an organization and collect information on the following points. The conclusions, and most importantly the reasons therefore, will be presented during the last class period.

1. The history of the organization.
2. Its structure and how that has evolved over time.
3. The roles of top officials and how they performed these roles.
4. The effect of the organization on governance of the community.

The research requires both library searches and interviews. As the governance roles are sometimes subtle to capture, an early start is suggested. Ideally, you may be able to interview some officials more than once as you encounter and/or process information. You can also glean useful information from the class sessions which involve speakers and organizations in the governance process.

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*The political ceremony consists of the endless and indecisive talk which occurs in formal meetings of the ... board. The formal meeting itself is a social ritual in which discussion serves the purpose of avoiding decision making. The postponement and avoidance of decisions has a number of social functions.*

Arthur J. Vidich and Joseph Bensman

## **Critiquing Books and Articles**

A critique is an evaluation of a book or article in terms of how well it provided education on the topic. Critiques are not necessarily negative. They evaluate how well, and/or how poorly, the book or article under examination provided learning. In essence, when you finish reading a book or an article, the question for a critique is what did I learn, and/or not learn, from the reading. Note that learning is more than mere information. Information is organized data; learning is reaching a conclusion or conclusions about a topic, utilizing and organizing all the relevant information.

A good critique is thorough, dispassionate, comprehensive and succinct. An excellent one is well written and creatively organized as well. Creative means it is presented so that the writer makes his or her points most effectively. A good critique can be a formulaic exercise whereas an excellent one writes more creatively. Develop not only sound writing, that is, writing correct in form and grammar, but also develop your own style of writing. Ideally, you should develop a variety of styles appropriate the nature of your task. Thus writing a memo is different than a report. However, both should reflect a mature and professional writing ability.

A good critique will answer the following questions. An excellent critique will answer these with a creative style.

First, is the author of the book or article (hereinafter author refers to all publications) focused on the topic?

Second, does the author understand the topic fully? For example, if an author is writing about the city, does the author capture all the dimensions?

Third, is the methodology selected by the author the most appropriate for the study and is it effectively deployed?

Fourth, are the conclusions reached by the author supported by the arguments and information? Does the author use the most appropriate and methodologically sound evidence to validate conclusions? If not, what is missing?

Finally, what does the study add to understanding the topic?

## **Grading**

The final grade will be a weighted average of the following items with the following weights.

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Critiques of Readings	20 %
Book or other review	20 %
Agency History and Governance	40 %
Class Performance	20%

Letter grades on papers and tests are converted to numeric grades according to **Scale 1** below and the final average is turned into a letter grade according to **Scale 2**.

### **Scale 1**

A+ = 99, A = 95, A- = 91, B+ = 89, B = 85, B- = 81, C+ = 79, C = 75, C- 71, etc., with F = 59 and less.

### **Scale 2**

92.5 and above = A, 89.5 - 92.4 = A-, 87.5 - 89.4 = B+, 83.5 - 87.4 = B, 79.5 - 83.4 = B-, 77.5 - 79.4 = C+, 73.5 - 77.4 = C, 69.5 - 73.4 = C-, etc.

### **Textbooks**

The main textbook for the course is Jon Teaford, **The Metropolitan Revolution: The Rise of Post-Urban America**. The main text is available at the CSU Bookstore. Other readings will be provided on a CD for which a student will pay one dollar (\$1.00) or provided by the agencies we visit.

### **Office Hours**

I will be in my office, Glickman-Miller Hall (UR) 130, Mondays, Wednesdays and Fridays from 2:00 PM to 6:00 PM. As you will soon learn, it is better to set a time to meet because I am usually around rather than in my office. (I am a firm believer in "management (kibitzing?) by walking around.") I am also willing to stay after class for a reasonable period of time. Finally, I am willing to make appointments at other times and even other places that are mutually convenient.

I have been both an undergraduate and graduate student who worked and understand the difficulties of a dual life style. Do not hesitate to contact me if you are having

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problems. Problems are more easily solved prior to the conclusion of the semester and certainly before the final grading. Waiting is indeed not rewarded when problems occur.

My voice number is 687-2173. Usually, you will get a recorded message (humorously serious) after which you can leave a number where I can reach you. I try to tap my messages at least once a day and do return calls rather promptly. Occasionally, I often receive large numbers of calls and thus returning these may take longer than one day. My fax number is 216-227-1276. I am most prompt in replying to E-Mail because of the extensive use of the computer.

### **Electronic Mail**

A useful way to reach me is to send Electronic Mail, the infamous E-Mail. Both the University and the College provide free E-Mail service. In addition, both provide access to the Internet. As these are nearly free goods according to my Economist colleagues, given the minimal technology fee that is assessed, the price is right for experimentation and extensive use. You should learn how to use E-Mail and access the Internet while a student. This skill can also be usefully noted on your resume.

Several software packages exist for E-Mail. If you do not have access to any, you can access messages and reply as well via an Internet browser. The College has prepared handouts that detail the software and how to use it. In addition, training sessions are offered at the start of each quarter. Both those in the College and those at the University level are worth attending. There is no registration costs as these are also covered by the technology fee.

My full preferred E-Mail address is *larry@urban.csuohio.edu*. Note this is a different address than the one listed in the Faculty-Staff Directory and on the CSU web site. However, any messages sent to the University address will be forwarded to the above address.

### **Honor Code**

The Urban Studies Program does not have a formal Honor Code. Often, a program requires students to sign such a Code which details the ethics that should guide behavior of both Faculty and students. Any questions about the Code should be asked prior to engaging in any behavior that one thinks may be under its provisions. The Professor will enforce an Honor Code that includes but is not limited to the following:

1. Each student shall treat all students and their opinions with respect.

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2. Each student shall diligently complete all assignments.
3. A student shall do his or her own work. Any work taken from others will be correctly footnoted and acknowledged.
4. All problems with any aspect of the class or with any other student shall be reported to the Professor in a timely fashion.
5. The Professor shall clearly state course goals and how these relate to educational and professional needs.
6. The Professor shall treat all students in a similar and just fashion, varying any treatment to meet course goals and/or the specific needs of a student.
7. The Professor shall timely return all assignments, complete with explanation of why they received the grades they did.
8. The Professor will answer all relevant and appropriate questions and be available to meet with students at stated and mutually convenient times.

### **Assignments and Presentations**

**Critique of Readings;** student needs to critique four (4) of the readings; student can choose which readings to critique. Two Critiques are due by 1 November and the last two by the last class session, 1 December.

**Book Critique;** review of book from the list by topics in the *Requirements Section*. The completed critique should be posted to the website by 1 November.

**Organizational History and Governance Roles;** Analyze the history of and the governance roles of an organization in Greater Cleveland. Written paper due last class session, Saturday, 1 December.

**Class Performance;** Misses two or less sessions involving speakers or other resource people.

### **Critical Dates**

First Class - 1 September      Last Class - 1 December

Last Day to Drop the Course - Friday, 2 November

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Papers due, Final Class Session - Saturday, 1 December

Version 3.0

August, 2007

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Robert M. Maclver

# Order of Study

## **Part I: The Rise of the American City** Second Generation American Civilization

### Topic 1

Cities, Communities and Politics

Lecture

Jon C. Teaford, **The Municipal Revolution in America: Origins of Modern Urban Government, 1650 - 1825**, chapters 3, 5, 6, 7 and 8

Jon C. Teaford, **The Metropolitan Revolution: The Rise of Post-Urban America** (Read all of the book)

### Topic 2

Cities and Local Governments

Lecture

Lawrence F. Keller, **Municipal Law and Units and Types of Local Government**

## **Part II: The Creation of the Modern Administrative City** When Managers came to Town - and Stayed

### Topic 3

American Municipal History: The Rise of the Metropolis, Part 1

Lawrence F. Keller, **The Administrative City** (draft manuscript)

Ron Weiner, **Lake Effects: A History of Urban Policymaking in Cleveland, 1825 - 1929**, chapter 1

### Topic 4

American Municipal History: The Rise of the Metropolis, Part 2

Jon C. Teaford, **City and Suburb: The Political Fragmentation of Metropolitan America, 1850 - 1970**, chapters 1, 2, 3, 5 and 8

**Part III: Governance of the Urban Community**  
Citizens, Community, Politics and Management

Topic 5 Power, Authority and Networks

Lawrence F. Keller, **Connecting Organizations to Philosophy**

Topic 6 Urban Politics and Administration as a Complex Adaptive System

The Rise, Transformation and Fall of Local Politics

Daniel Baracskey and Lawrence Keller, **The De-Institutionalization of Public Administration: Deconstructing American Society** (revised paper)

**Part IV: The Future of Greater Cleveland**  
Citizens, Politics and Reform in an Age of Suburbanism and Sprawl

Topic 7

Quo Vadis Citizen? Community? Governance?

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*If, in the European past, men could properly be seen as having been shaped by their cities - and so regarded themselves - it is here, first on the coastal fringe, then through the great forest, the vast plain beyond, the mountains, and finally to the farther coast, that cities were shaped by men.*

Daniel P. Moynihan

## References

### Public Administration

Nancy Burns, **The Formation of American Local Governments: Private Values in Public Institutions**

Elaine B. Sharp, **Morality Politics in American Cities**  
, **Urban Politics and Administration: From Service Delivery to Economic Development**

### Planning

Christine Boyer, **Dreaming the Rational City: The Myth of American City Planning**

John Forester and Norman Krumholz, **Making Equity Planning Work: Leadership in the Public Sector**

### Economic Development

Terry N. Clark, ed., **The City as Entertainment Machine**

Jane Jacobs, **Cities and the Wealth of Nations**

Leonard Nevarez, **New Money, Nice Town: How Capital Works in the New Urban Economy**

### Public Policy

Martha Derthick, **Dilemmas of Scale in America's Federal Democracy**

E. Terrence Jones, **The Metropolitan Chase: Politics and Policies in Urban America**

David Harvey, **Spaces of Capital: Towards a Critical Geography**

### Urban Politics

David Judge, Gary Stoker and Harold Wolman, eds., **Theories of Urban Politics**

David Wilson, **Cities and race: America's new black ghetto**

Ron Weiner, **Lake Effects: A History of Urban Policymaking in Cleveland 1825 - 1929**

### Urban Sociology

Roland L. Warren and Larry Lyon, **New Perspectives on the American Community**

Walter Thabit, **How East New York Became a Ghetto**

David C. Thorns, **The Transformation of Cities: Urban Theory and Urban Life**

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*Anyone who does not take part in the life of the community is either a beast or a god.*  
Aristotle