

Syllabus for POLS 3180, Section 001
Public Administration
Fall 2016
MWF 9:55 am – 11:10 am, B-008

Professor: Dr. Daniel J. Mallinson

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Course Webpage	Link

Course Description

The political process does not end with the passage of a law. Public administrators are tasked with implementing the laws provided to them by legislators and executives. This course provides an overview of the field of Public Administration, while going further than the Introductory class. We will not only discuss the nuts and bolts of public administration, but also learn how to solve problems that arise in the administration of public programs. Students interested in pursuing a Masters in Public Administration will find this course useful, but it should also be of interest to those intrigued by the policy process. In addition to learning how to solve problems, students will learn how to effectively write *short* memorandums. This type of writing is far more common in public sector positions than long paper writing.

Prerequisites: There are no specific prerequisites for this course, however it will be very helpful to have a basic understanding of the structure and function of government in the United States.

Learning Goals and Objectives

- Goal 1: Understand the development of public administration theory
 - Objective 1a: Students will learn about the history of public administration in the United States
 - Objective 1b: Students will learn the theories justifying the provision of public goods and services

- Goal 2: Learn to apply core concepts of public administration
 - Objective 2a: Students will compare and contrast competing organizational and bureaucratic theories
 - Objective 2b: Students will compare and contrast alternative methods of budgeting
 - Objective 2c: Students will understand the basic tenants of personnel management, evaluation, and accountability
 - Objective 2d: Students will work through ethical dilemmas that face public servants
- Goal 3: Develop critical thinking and problem solving skills
 - Objective 3a: Students will critically evaluate the structure and function of a public administrative agency
 - Objective 3b: Students will use course content to develop solutions to problems facing public administrators.
- Goal 4: Develop written communication skills
 - Objective 4: Students will learn how to craft effective memoranda.

Methods for Learning and Teaching: This course will contain a mix of lecture, class discussion, and in-class activities. It is vital for your own comprehension of the course material that you come to class prepared to discuss the readings and any relevant happenings in the news. Periodically, you will be tested on your comprehension of the core concepts of the class.

Reaching Our Goals

Attendance: Your attendance in class is always expected. Attending class will allow you to keep up with the course and provide for meaningful discussion as a class. I will be taking attendance in order to grade participation, but also as a way to get to know you. Please contact me via [e-mail](#) if you are unable to attend class. I will follow the University's attendance policy when it comes to excused absences. See http://intraweb.stockton.edu/eyos/policypro/content/docs/2030_060414.pdf.

Preparation and Participation: I expect you to read the assigned material before class and be able to discuss what you read. Contributing to class discussion will make the course more interesting and will enhance your understanding of the material. Furthermore, it is helpful to keep up with current policy debates in the news, since they will be useful for reinforcing the concepts discussed in class.

Do Not Suffer in Silence: Please do not suffer in silence throughout the course if you are struggling. Instead, let me know — as soon as possible — what things are not making sense and we can work it out. If you are having a problem of any kind in the course, please talk to me about it as soon as possible.

Be Flexible: While the syllabus represents an agreement between us, I reserve the right to revise and modify it throughout the course, if it is necessary to achieve our goals. Situations beyond either of our control can also emerge that require changes to the course. I will notify you right away when any changes are made.

Cell Phones and Laptops: Please be respectful of your fellow students and me by silencing your cell phone during class and limiting laptop use to only class-related activity.¹

Current Events: Politics happens in real time and the material we cover in class relates to these events. This is a great opportunity to become informed about political happenings nationally, in New Jersey, and in Atlantic City. We will regularly discuss current events that are related to the class. Please be aware of what is going on, particularly as it relates to government bureaucracy. I will tweet news stories relevant to our class using the hashtag #pols2180.

E-mail Policy: I do not guarantee responses to e-mails in the evenings or on weekends. I will, however, work to respond to e-mails on the next business day (M-F).

Readings

The following book is required for the course:

Kettl, Donald F. 2014. *Politics of the Administrative Process*. Sixth Edition. Washington, DC: Sage Publications. ISBN: 9781483332932.

Additional required readings that are not from the Kettl book will be made available on Blackboard.

Textbooks are expensive. Please feel free to buy the fifth edition of the Kettl text. In order to help you keep track of readings in the fifth edition, I have listed the page numbers for both the fifth and sixth editions in the course schedule below.

¹In fact, research demonstrates that students who take handwritten notes generally perform better than those that use laptops: Mueller, Pam A. and Daniel M. Oppenheimer. 2014. “The Pen Is Mightier Than the Keyboard: Advantages of Longhand Over Laptop Note Taking.” *Psychological Science* 25(6): 1159-1168.

Lecture Slides

I will be using lecture slides throughout the course. These will be uploaded to the [course website](#) prior to each class period.

Assessing Your Progress Towards Our Goals

The following types of assessment will be used to track your progress towards meeting our course goals: problem solving memos, a budget simulation, final project, attendance, and participation. Each component represents the following percentage of your final grade:

Problem Solving Memos	40%
State Budget Simulation	10%
Federal Budget Simulation	5%
Agency Contact	5%
Agency Research Project	25%
Attendance and Participation	15%

We will use the following grade scale:

Letter	Percent
A	94 to 100
A-	90 to 93
B+	87 to 89
B	83 to 86
B-	80 to 82
C+	77 to 79
C	73 to 76
C-	70 to 72
D	60 to 69
F	59 and below

Problem Solving Memos: There will be problem solving prompts presented for each substantive section of the course. Each prompt can be found in Appendix [A](#) so that students can keep them in mind when reading material. These tend to build off of problem-solving exercises that we do in class. Recognizing we all have off weeks, I will drop the lowest memo grade at the end of the semester. The assignments should be uploaded to Blackboard by the start of the class period they are due.

Budget Simulations: For our classes on November 4, 7, and 9, I will be asking you to complete a budget simulation for the state of California ([The California Budget Challenge](#)) and the U.S. federal government ([National Budget Simulation](#)). After completing the California challenge, you will need to write 2-3 pages describing and justifying your budgeting choices. For the federal simulation you will be asked to write a budget justification memo to the president for your assigned agency. See Appendix [B](#)

Agency Research Project: I will be asking you to pick an public administrative agency at the state, county, municipality, or city-level in New Jersey. You will need to research the history of that agency, what it does, who created it and why, how has it been reformed over time, its annual budget, and how it spends that money. You will also need to draft five questions to send to an administrator in that office about what their daily job is like. You will need to choose an agency and report it to me by September 23. You will then need to provide a draft of your questions and e-mail/letter/phone script by October 28. You must provide evidence that you sent them the inquiry, but will not be penalized if your agency does not respond. A final paper on the agency is due on December 14. See Appendix [C](#) for more instructions about the final paper.

Participation: Attending class is incredibly important and active participation in class discussion is a must for a senior seminar. Thus, attendance and participation will represent 15 percent of your final score. Your attendance forms the baseline of your final participation score and your level of in-class participation during the course determines where you fall in the related grade band. Meaning, if you are active in participating, but only attend 70 percent of class sessions, you will likely receive a 79 for participation. Thus, you receive credit for both showing up and participating.

Students also have an obligation to notify me within the first three weeks of the semester if they will miss any class session due to a religious observance. I am pleased to do this, but will need notification in order to plan make-up work.

Extra Credit: I will extend up to 1 percentage point of extra credit to your final grade for attending certain events throughout the semester (one point for each event). I will announce to the class when these events occur and when a related extra credit assignment is due. You must submit a 2-3 page discussion of the event and how it applies to what we are learning in class to a dropbox on Blackboard.

Late Work: A 10% per week reduction in grade will result from the submission of late work (not applied to approved make-up work).

Make-Up Grades: You are allowed to make-up academic work only in the case of excused absences. These absences may include missing class for a University-sanctioned activity (with proper documentation), illness, religious observance, or family emergency. If you know in advance that you are going to miss class, please contact me before the absence to make arrangements for completing the work. If you are absent for an unexpected reason, please check in with me as soon as possible. You will have one week from the day of your return to class to make up a missed assignment.

Academic Honesty

Stockton University takes violations of academic dishonesty seriously. Observing basic honesty in one's work, words, ideas, and actions is a principle to which all members of the community are required to subscribe.

All course work by students is to be done on an individual basis unless I clearly state that an alternative is acceptable. Any reference materials used in the preparation of any assignment must be explicitly cited. Students uncertain about proper citation should speak with me and review the following [website](#) about conducting research and properly citing sources. Furthermore, please choose a [single citation style](#) and stick with it.

In an examination setting, unless I give explicit prior instructions to the contrary, whether the examination is in class or take home, violations of academic integrity shall consist but are not limited to any attempt to receive assistance from written or printed aids, or from any person or papers or electronic devices, or of any attempt to give assistance, whether the one so doing has completed his or her own work or not.

Lying to me also constitutes a violation of academic integrity.

In cases of any violation of academic integrity it is my policy to follow procedures established by the University. My first approach is to view this as a learning opportunity. The student will have an opportunity to make up the assignment for half credit (within four days of my discovering the violation). If the student does not make up the work or continues to use plagiarized material, the student will receive a zero on the assignment and the violation will be reported to the Provost's office. More information on academic integrity and procedures followed for violation can be found at <http://intraweb.stockton.edu/eyos/page.cfm?siteID=209&pageID=17>.

Accessibility

In accordance with the Americans with Disabilities Act of 1990 as amended and Sections 504 and 508 of the Rehabilitation Act, students with a documented disability and need accommodations, are encouraged to register with the Learning Access Program (LAP). Registration for

support services is strictly voluntary and on a confidential basis. Support services provided by LAP are meant to help students devise strategies for meeting the University's educational demands and to foster independence, responsibility, and self-advocacy. The Learning Access Program can be found on campus in room J-204 or online at www.stockton.edu/LAP. Please call 609-652-4988 or send an email to LAP@stockton.edu for more information. Once you have received an accommodation letter from LAP, please contact me to privately discuss your needs as soon as practical to ensure that reasonable accommodations are implemented.

Course Schedule

We will attempt to follow this schedule as closely as possible, but we may take more time on some concepts and less time on others. For this reason, a digital version of this syllabus can be found on [my website](#). Slides used in class will also be posted on the online syllabus before class. All changes to the schedule will be announced in class or via e-mail and the online syllabus will be constantly up-to-date. Required course readings are listed and due dates for assignments are in bold. Links to some additional readings are included in the syllabus on my website, others will be uploaded to Blackboard. If you have trouble, please do not hesitate to [e-mail](#) me. Kettl 5 refers to where the required readings are located in the fifth edition of the textbook and Kettl 6 refers to where they are located in the sixth edition.

Week 1: Introduction

- September 7: What is the Job of an Administrator?
 - Peruse [ICMA](#) and [ASPA](#) websites. Write 1 page (double spaced) on what a public servant does. (In Class).
- September 9: Is All Administration the Same?
 - Rainey, Hal G., Robert W. Backoff, and Charles H. Levine. 1976. “[Comparing Public and Private Organizations](#).” *Public Administration Review* 36(2): 233-244.
 - Kettl 5, pp. 37-41
 - Kettl 6, pp. 53-58

Week 2: What is Public Administration?

- September 12: The History of Public Administration
 - Nelson, Michael. 1982. “[A Short Ironic History of American National Bureaucracy](#).” *The Journal of Politics* 44(3): 747-778.
- September 14: The Roles of Politics and Science
 - Goodnow, Frank J. 1900. “Politics and Administration.” In *Classics of Public Administration* eds. Jay M. Shafritz and Albert C. Hyde. 2015. Eighth Edition.
- September 16: Writing Effective Memos
 - “[Writing for an Audience](#)” and “[Writing Effective Memos](#).” University of Maryland Baltimore County.
 - Teten, David. 2013. “[How to Write a Memo That People Will Actually Read](#).” *Forbes*. August 1.

Week 3: Organizational Theory

- September 19: The Domain of Study
 - Kettl 5, Chapters 5 and 13
 - Kettl 6, Chapters 5 and 13
- September 21: Structure and Environment
 - Kettl 5, pp. 91-106
 - Kettl 6, pp. 75-89
- September 23: Humanism and Pluralism
 - Kettl 5, pp. 106-120
 - Kettl 6, pp. 89-109
 - **Introductory Memo Due**
 - **Report choice of administrator**

Week 4: Org. Theory and Problems

- September 26: Organizational Problems
 - Kettl 5, Chapter 6
 - Kettl 6, Chapter 6
- September 28: Case Study
 - PARCC. “[Collaboration amid Crisis: The Department of Defense during Hurricane Katrina.](#)”
- September 30: Traditional Reform
 - Kamarck, Elaine C. 2002. “[Applying 21st-Century Government to the Challenge of Homeland Security.](#)” pp. 17-18.
 - National Commission on Terrorist Attacks upon the United States. (Philip Zelikow, Executive Director; Bonnie D. Jenkins, Counsel; Ernest R. May, Senior Advisor). 2004. *The 9/11 Commission Report*. New York, NY: W.W. Norton & Company. Chapter 13.

Week 5: Organizational Reform and Personnel

- October 3: Modern Reform
 - Kettl 5, Chapter 7
 - Kettl 6, Chapter 7
 - **Organizational Theory Memo Due**
- October 5: Department of Homeland Security Workshop
 - Clovis, Samuel H. Jr. 2006. “[Federalism, Homeland Security and National Preparedness: A Case Study in the Development of Public Policy.](#)” *Homeland Security Affairs* 2(3): 1-21.
 - Rittgers, David. 2011. “[Abolish the Department of Homeland Security.](#)” *Policy Analysis No. 683*. The Cato Institute. September 11.
- October 7: The Civil Service
 - Kettl 5, Chapter 8
 - Kettl 6, Chapter 8

Week 6: Management

- October 10: Human Capital and Leadership
 - Kettl 5, Chapter 9
 - Kettl 6, Chapter 9
 - **Administrative Reform Memo Due**
- October 12: Public Sector Unions
 - Norcross, Eileen. 2011. “[Public Sector Unionism: A Review.](#)” *Working Paper No. 11-26*. Mercatus Center.
- October 14: The Nature of Public Management
 - Behn, Robert. 1996. “[Public Management: Should It Strive to be Art, Science, or Engineering?](#)” *Journal of Public Administration Research and Theory* 6(1): 91-123.

Week 7: Management and Decision Making

- October 17: Case Study
 - PARCC. “[Inclusive Management: Planning ‘Green Grand Rapids’ Teaching Case in Collaborative Public Management.](#)”
- October 19: Cogs in the Machine?
 - Breton, Albert and Ronald Wintrobe. 1986. “[The Bureaucracy of Murder Revisited.](#)” *Journal of Political Economy* 94(5): 905-926.
- October 21: Rational Choice and Incrementalism
 - Kettl 5, pp. 317-332
 - Kettl 6, pp. 263-276

Week 8: The Most Important Decision: Budgeting

- October 24: Other Decision Making Theories and Limits
 - Kettl 5, pp. 332-349
 - Kettl 6, pp. 276-291
 - **Personnel Management Memo Due**
- October 26: How the U.S. Budget is Made
 - Kettl 5, Chapter 11
 - Kettl 6, Chapter 11
- October 28: State and Local Financing
 - Investopedia. [“The Basics of Municipal Bonds.”](#)
 - New Jersey League of Municipalities. 2013. [“Property Tax in New Jersey.”](#)
 - **Draft administrator questions and contact due**

Week 9: The Most Important Decision: Budgeting

- October 31: Methods of Budgeting
 - Tyler, Charlie and Jennifer Willand. 1997. [“Public Budgeting in America: A Twentieth Century Retrospective.”](#) *Journal of Public Budgeting, Accounting and Financial Management* 9(2): 189-219.
 - **Decision Making Memo Due**
- November 2: No Class – Preceptorial Advising
- November 4: California Budget Simulation
 - Complete the [California Budget Challenge](#). See Appendix B for instructions and bring your write-up to class.

Week 10: The Most Important Decision: Budgeting

- November 7: Federal Budget Simulation
 - Complete the [National Budget Simulation](#). Develop a justification for preventing cuts in your program and bring to class. You will have 10 mins to present your argument.

- November 9: Federal Budget Simulation
 - President presents his budget. Class will ask questions.
- November 11: Careers in Public Service
 - No Reading

Week 11: Implementation

- November 14: The Implementation Problem
 - Kettl 5, Chapter 12
 - Kettl 6, Chapter 12
- November 16: Contracting
 - Kettl 5, Chapter 12
 - Kettl 6, Chapter 12
- November 18: The Problem of Bureaucratic Accountability
 - Kettl 5, Chapters 1 and 14
 - Kettl 6, Chapters 1 and 14

Week 12: Accountability

- November 21: Non-profit Accountability Case Study
 - Trusty, Kelly and Kalay Colley. n.d. [“The Rise and Fall of the Great and Powerful Nonprofit Director.”](#)
- November 23: The Department of Veterans Affairs
 - U.S. Government Accountability Office. 2015. [“Managing Risks and Improving VA Health Care.”](#) Read the following sections: “Why It’s High Risk,” “What We Found,” and “What Remains to be Done.”
 - **Accountability Memo Due - bring copy to class**
- November 25: No Class – Thanksgiving

Week 13: Ethics

- November 28: Ethical Codes
 - Read the [American Society for Public Administration Code of Ethics](#).
 - Read the [ICMA Code of Ethics with Guidelines](#).
 - [“A Guide to the Hatch Act for Federal Employees.”](#)
- November 30: Ethical Dilemmas
 - In-class Assignments
- December 2: Ethics Roundtable
 - Newell, Terry. 2016. [“Why Do Good Leaders Do Bad Things?”](#) *PA Times*. August 9.
 - Yglesias, Matthew. 2016. [“Against Transparency.”](#) *Vox*. September 6.

Week 14: Whistleblowing and Responsiveness

- December 5: Blowing the Whistle
 - Jacobs, Richard. 2015. [“Whistleblowing: Time to Walk the Talk.”](#) *PA Times*. March 6.
- December 7: Street-Level Bureaucrats and Responsiveness
 - Discuss your experience contacting public officials
- December 9: Catch Up Day
 - **Ethics Memo Due**

Week 16:

- December 14: Agency Report Due by Noon (12:00 pm)

Appendices

A Problem-Solving Memos

Using the format of the example provided in class, please only spend 1-2 single spaced pages on each prompt. Assignments should be uploaded to Blackboard by the start of the class they are due.

A.1 Introductory Memo (Due September 23)

Address this memo to a student in an introductory public administration class (know your audience). Answer the question: what is public administration? Make sure you distinguish what is public from what is private and what is politics from what is administration. Draw from our readings in formulating your answer. This is not meant to be exhaustive.

A.2 Organizational Theory Memo (Due October 3)

Address this memo to the Secretary of Homeland Security. The goal is to think about how each organizational theory we discussed (structuralism, systems, humanism, and pluralism) help explain different aspects of the problems the Department of Defense faced during its response to Hurricane Katrina. For this memo, explain how each theory can help the Secretary understand and resolve organizational problems that led to performance failure. Make sure you are tying together practical examples with specific concepts of the theories (e.g., roles, inputs, throughputs, etc.). This means not speaking in overly general terms and it also means that you cannot talk about every concept of each theory. Tease out the ones that make the most sense to you.

A.3 Administrative Reform Memo (Due October 10)

Address this memo to the President of the United States. Choose **ONLY ONE** modern reform approach (i.e., downsizing, reinventing government, continuous improvement, and transparency) and apply it to the problems at the Department of Homeland Security. This might require a bit of extra research to learn about the Department. Explain how the department's operations and organization would change, how this could benefit performance,

and how it could hinder performance. On a separate third page, reflect on whether it is useful to choose only one theory or could it be useful to blend modern and traditional methods of reform and to what extent the context of the problem makes a difference in the choice of a reform method.

A.4 Personnel Management Memo (Due October 24)

Address this memo to the Mayor of Atlantic City. The City Council has decided to make the independent Atlantic City Municipal Utilities Authority a department under the Mayor's jurisdiction. Make three recommendations to the major. First, whether to place a political appointee or promoted careerist as the director (i.e., top position). Second, what are the potential management challenges given that the workforce at the Utilities Department is unionized. Third, should regular employees be hired through a civil service process or directly? This memo can extend to an additional third single spaced page. Make sure you are clearly contrasting the choices for the first and third recommendation and justify your choice.

A.5 Decision Making Memo (Due October 31)

Read some background about Stockton University's Island Campus in Atlantic City. Address this memo to Stockton's President Harvey Kesselman. Identify four things. First, who are the stakeholders in this decision? Second, what information should be gathered in order to decide whether to build an Atlantic City campus? Third, what are the values of each stakeholder and how are they in conflict? Finally, which model of decision making do you recommend he use and why?

A.6 Accountability Memo (Due November 23)

Before completing this memo you will need to read the GAO's reporting on the Veteran's Administration. Address this memo to the President of the United States. Explain two implementation and two accountability problems highlighted by the GAO's findings. Then, explain whether contracting out VA services would help or hinder implementation success and accountability.

A.7 Ethics Memo (Due December 9)

Read the following three short articles from *PA Times*:

1. Gabrini, Carl. 2016. “[Understanding Generational Differences: Millennials’ View of Ethics](#).” *PA Times*. June 21.
2. Rickman, Tracy, Ygnacio Flores, and Don Mason. 2016. “[The Ethics of Ethics](#).” *PA Times*. April 1.
3. Jacobs, Richard. 2016. “[Leading by Doing: Conducting a Personal Ethics Audit](#).” *PA Times*. September 4.

Address this memo to the administrator of the agency that you are studying for your final Agency Report project. Make recommendations for how to (1) incorporate Millennials’ views of ethics into the organization and (2) foster an ethical work environment among both leaders and staff. Be specific in your recommendations, noting the ways in which Millennials’ views can be leveraged to encourage a more ethical workplace and also how Millennials may need additional training to overcome some negative ethical views.

B Budget Simulations

California Budget Challenge As you complete the [California Budget Challenge](#) I want you to read all of the pros and cons for each choice and jot notes about why you were persuaded to make the choices that you did. After completing the simulation, I would like you to write 2-3 pages on your decisions and why you made them. Then, I would like a 1 page section reflecting on the challenges you faced in completing the simulation. Bring the write up to class on **November 4**.

National Budget Simulation For this assignment, you will be assigned the role of either a head of a federal agency or the President of the United States. If you are an agency head, you must log on to the [National Budget Simulation](#). Print and answer the questions in the associated [Worksheet](#). Finally, write a one page justification for what decision the president should make regarding your agency's budget. You need to be prepared to give a short brief to the class (**November 7**) explaining your justification for your requested budget changes.

The student in the role of president must take the budget proposals into consideration when completing their simulation and write-up in anticipation of class on **November 9**. The president will then give a short budget address laying out the budget situation and proposed changes. Members of the class will then take on the role of members of Congress asking questions about the President's budget choices.

C Agency Report

The final project for this course is meant to orient you to the practical workings of a government agency that you find interesting. The first step in this project is to choose an agency. You must report that choice to me by **September 23**.

Contacting an Administrator

After choosing an agency, I would like you to develop five questions that you would like to ask an administrator at that agency about their job. You will also need to research how to contact a member of that agency – either by e-mail, web form, a written letter, or phone call. In addition to a draft of the five questions, I would like you to submit a draft of your contact on **October 28**. Once you receive feedback from me, you are free to contact the administrator.

Final Paper

For the final paper, I would like you to do a report on the history and workings of your chosen agency. Feel free to use whatever resources available to learn about what your agency does and how it works. If the agency has public meetings, consider attending a meeting to see first hand how the agency makes decisions. If it does not, you will need to read available materials on line to get a sense of what the agency does. Your questions can also provide information for the report.

I would like you to specifically report on the following things:

I Agency History

- i Who created the agency?
- ii Why?
- iii When?

II Agency Purpose

- i What does your agency actually do?

III Agency Structure

- i How is the agency structured?
- ii Is it hierarchical or something else?
- iii How many layers of hierarchy does it have?
- iv Who reports to whom?

IV Personnel

- i Describe the agency's leadership. Use what we have learned in class.
- ii Describe how the agency hires employees (civil service, non-civil service, etc)
- iii Given what we learned in class, what kinds of management challenges might your agency face?

V Accountability

- i Who keeps your agency accountable? Consider both formal and informal accountability inside and outside of government.
- ii Has your agency faced any scandals? Are there components of its design that make scandals more or less likely (in other words, is accountability easy or difficult)?

VI Implementation Challenges

- i Does your agency rely on any other public agencies, private firms, and/or non-profits to accomplish its purpose(s)?

VII Budget

- i Describe the agency's budget and how it allocates that money.

VIII Reform

- i Has the agency ever undergone any reforms?
- ii If so, what did those reforms look like?
- iii If not, could it benefit from being reformed? If so, how?

The final paper should be roughly 8-10 pages.

Due Date: December 14