

**Public Administration and Democracy (PPA 755)
Summer 2013**

July 29th through August 16th
Monday-Friday 9am-12:30pm, unless otherwise noted

Teaching Team	
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<p align="center">Discussion Section #1</p> <p>TA: Harish Jagannath Section Room: Eggers 018 Email: hpjagann@syr.edu Office address: 306E Eggers Hall Office hours: Wednesday 1-3, and by appointment</p>	<p align="center">Discussion Section #2</p> <p>TA: Dae-Woo Kim Section Room: Maxwell 110 Email: dkim35@syr.edu Office address: 306E Eggers Hall Office hours: Monday 1-3, and by appointment</p>
<p align="center">Discussion Section #3</p> <p>TA: Sean Miskell Section Room: Eggers 113 Email: srmiskel@syr.edu Office address: 024 Eggers Hall Office hours: Tuesday 1-3, and by appointment</p>	<p align="center">Discussion Section #4</p> <p>TA: Tian Tang Section Room: Eggers 032 Email: ttang01@syr.edu Office address: 426 Eggers Hall Office hours: Thursday 1-3, and by appointment</p>

Course Overview

Public administration is as much an art as it is a science. It requires far more than the rote application of managerial skills. Thus, this course is primarily normative rather than skills-oriented in nature. In contrast to many other courses in the public administration curriculum, this course does not teach you how to carry out particular management functions. Rather, it is based on the presumption that only those public administrators who are broad-minded and self-reflective, who are cognizant of the environments in which they operate and of the principles that ought to drive their decisions, can be effective in a truly meaningful way.

This course has three learning objectives. By the end of the course, you should: (1) understand and be sensitive to the social and political context of public administration, (2) be conscious of the principles that ground good public administration practice, and (3) be aware of the ethical and normative issues that public administrators face as they seek to make effective decisions.

In pursuit of these ends, this course provides you the opportunity to grapple with fundamental questions about the relationship between public administration and democracy. Each session is grounded in one or two big questions, such as: What is democracy? What are the tensions between bureaucracy and democracy? And, to whom are public administrators responsible? Each question is seemingly simple, but actually quite complex. Reasonable people can and do disagree on the answers.

In addition to classroom sessions, you will participate in a role-play exercise that offers insights about how your answers to these questions affect the way you practice public administration. The primary goal of this role-play is to enable you to understand, experientially, the tensions between bureaucracy and democracy as manifested in a situation characterized by ambiguity, expectations for collaboration, and organizational politics.

The table below summarizes the questions and activities covered in the course, and the dates and location of each session. All sessions run from 9:00am to 12:30pm unless otherwise noted. ****The teaching team reserves the right to change this schedule. Students will be notified of changes via blackboard email.****

Week	Session & Date	Question/Activity	Location
One	Mon, July 29	What are the big questions in public administration and democracy?	Maxwell Auditorium, then Sections
	Tue, July 30	What is an ideal political system?	Maxwell Auditorium, then Sections
	Wed, July 31	What is democracy?	Maxwell Auditorium
	Thu, Aug 1	What is public administration and do we really need bureaucracy?	Maxwell Auditorium, then Sections
	Fri, Aug 2	What are the tensions between democracy and bureaucracy?	Maxwell Auditorium, then Sections
Two	Mon, Aug 5	To whom should public administrators be responsible?	Maxwell Auditorium, then Sections
	Tue, Aug 6	Should government be run like a business?	Maxwell Auditorium, then Sections
	Wed, Aug 7	What is citizenship and how much influence should citizens have over the bureaucracy?	Maxwell Auditorium, then Sections
	Thu, Aug 8	What are the effects of globalization on public administration?	Maxwell Auditorium, then Sections
	Fri, Aug 9	What are the prospects for democracy?	Maxwell Auditorium
Three	Mon, Aug 12	Take-home exam. Pick up via Blackboard at 9am; return via email by 9pm.	No Class Take Home Exam
	Tue, Aug 13	9:00am-12:30pm: Role-play session part I – orientation and negotiations → Reflective writing assignment instructions passed out at 9am.	Maxwell Auditorium, then Team Breakout Rooms
		2:00pm-5:00pm: Role-play session part II - negotiations	Breakout Rooms
	Wed, Aug 14	9:00am-12:30 pm: Role-play session part III – negotiations and preparation for advisory committee hearings	Breakout Rooms
		2:00pm-5:00pm: Role-play session part IV - advisory committee hearings	Maxwell Auditorium
	Thu, Aug 15	Debriefing session for role-play and course	Maxwell Auditorium
Fri, Aug 16	Time for reflective writing assignment. Return via email by 6pm.	No Class Take Home Assignment	

Course Logistics

Requirements

There are four requirements for this course.

1. Class Participation and Attendance

This class is heavily participatory. For this reason, your presence and active participation are expected at *all sessions*. We expect you to show up on time at the appropriate location, as we will begin all sessions promptly.

Because we wish to reward those who make a strong contribution to the quality of the learning environment in the course, class attendance and participation are a large component of your grade. Your participation must reflect your careful reading and consideration of all materials in the syllabus for each session. *By participation we mean not only active involvement in discussions, but also careful listening to, consideration of, and respect for the opinions of all class members.* We encourage you to use the course sessions not only to articulate your own assessment of class readings, but also to step out of your own perspective and consider opposing views.

To attain a grade of 'A' on class participation, you must attend *all class sessions in their entirety*, and *consistently be a central contributor* to the discussions, exercises, and case analyses, demonstrating in your comments a careful consideration of the readings. Missing one or more sessions, being disengaged in class, coming to class late, or coming without having done the readings will adversely affect your participation grade. Medical and family emergencies do not count as an absence from a class session. Please let your instructor or a TA know if such an emergency occurs so s/he will not count it as an absence.

Throughout the course we will be using the case method to analyze issues. The philosophy of this technique is that individuals learn best when they grapple with actual material to uncover lessons themselves, rather than when the instructor feeds them information and they listen passively. It is imperative that you read cases carefully before class and think through their significance. This will better enable you to participate effectively in the analyses we do during class.

2. Points to Ponder Responses

In this syllabus, we have listed a set of points to ponder for each class session. These questions will help you synthesize your learning from that day's readings and prepare for the session and for the final exam. You should arrive at each session with a 1-page sheet that has your written responses to these questions. A short answer (one paragraph) for each question is all that is needed. Typed responses are preferred, but hand written responses are acceptable. You will circulate your answers to these questions among your peers, and your written responses will be collected during the discussion sessions.

3. Role-Play (Participation and Reflective Writing Assignment)

You are expected to participate actively in the role-play. Your role-play participation grade will be based primarily on assessment by your peers. You will be provided with a worksheet to use in these evaluations. Instructor and TA observations will supplement this assessment.

You will also write a reflection piece about what you learned from the role-play. The main purpose of this assignment is to give you a chance to deepen your learning from the experience. We will distribute instructions for the reflective writing assignment at 9am on Tuesday, August 13th. The assignment is due via email to your TA by 6:00pm on Friday, August 16th. It will be penalized a half grade for each day it is late (i.e., one day late from A- to B+; two days late from A- to B; three days late from A- to B-). Medical and family emergencies are exempt from penalties, but emergencies caused by poor planning are not.

4. Take-Home Exam

There will be a take-home exam on Monday, August 12th. You will select three of four essay questions covering material from the first two weeks of the class. Your answers must synthesize course materials and draw heavily from the readings, cases, and class discussions. The exam will be open book; you will be allowed to consult the readings and your notes to answer the questions. The exam will be posted on Blackboard at 9:00am, and will be due via email to your TA by 9:00pm the same day. We will provide additional details about the exam later in the course.

Grading

Class Participation and Attendance:	15%
Points to Ponder Responses	15%
Role-Play, Participation	10%
Role-Play, Reflective Writing Piece	30%
Final Exam	30%
Total	100%

Readings

With the exception of three case studies, all course readings are posted on Blackboard, a user-friendly electronic resource available through the university. Blackboard can be accessed at: <https://blackboard.syr.edu>. We selected this option to be both environmentally conscious and to save you money. You may read the articles online or print hard copies. Please note that any articles you print from Blackboard will count against your printing quota. Printing is only 2 cents per double-sided page, 4 cents for single-sided; this is far less expensive than would be the cost of a course reader. Additional information on printing can be found at <http://its.syr.edu/printing/>. To check the balance of your quota or add funds, go to <https://suprinting.syr.edu/index.cfm>. If you need help with Blackboard, contact ICT via phone (315-443-2677), email (consult@syr.edu), or the Web (<https://answers.syr.edu/display/blackboard01/Blackboard>).

Please purchase the three cases at the start of the semester to ensure that you have them in time for the class session. Instructions for purchasing the cases are below.

1. You must purchase two Harvard Kennedy School cases, including (1) Jennifer Davis and Sunil Tankha (2006). *The Hyderabad Metropolitan Water Supply and Sewerage Board*, and (2) Kitty Guckenberger and Sanjeev Khagram (2001). *The Challenge of Participation: Drafting Mauritania's PRSP*.

To purchase these cases, go to the Harvard Business Publishing web site at:

<https://cb.hbsp.harvard.edu/cbmp/access/20157234>. You will first need to register on the site to create a user name if you do not already have one.

After you register, you can purchase the coursepack, which contains both cases, by doing the following: (1) Go to hbsp.harvard.edu and log in; (2) Click My Coursepacks; (3) Click PA&D July 2013; (4) Click Purchase Coursepack. Each case is \$3.95, for a total of \$7.90. After you purchase the coursepack, you will be able to download and print PDFs of the cases. If you need assistance, you can contact the Harvard Business Publishing Tech Help line at (800) 810-8858 or techhelp@hbsp.harvard.edu. Their business hours are 8am-8pm EST.

2. You must purchase one case from the Georgetown University Institute for the Study of Diplomacy: Eric K. Leonard. (2007). *Establishing an International Criminal Court: The Emergence of a New Global Authority?*

To purchase this case, go to <http://www.guisd.org>. In the search box, type in '258' (the case number) and click search. Click on the case number at the left, then click "Buy" and follow the instructions for purchasing the case. A PDF of the case is \$3.50.

Policies

1. Academic Integrity

The Syracuse University Academic Integrity Policy holds students accountable for the integrity of the work they submit. Students should be familiar with the policy and know that it is their responsibility to learn about instructor and general academic expectations with regard to proper citation of sources in written work. The policy also governs the integrity of work submitted in exams and assignments, as well as the veracity of signatures on attendance sheets and other verifications of participation in class activities. Serious sanctions may result from academic dishonesty of any sort. For more information and the complete policy, see <http://academicintegrity.syr.edu>.

We take this extremely seriously. Plagiarism, cheating, assisting others to cheat, and other forms of academic dishonesty will not be tolerated. Information about what constitutes plagiarism and how to make references and citations in papers can be found at <http://www.plagiarism.org/>. In addition, you may find assistance in any of the standard references on writing, such as *The Elements of Style*, as well as at the S.U. Writing Center (<http://wrt.syr.edu/>).

2. Recording Devices

To encourage discussion, recorders are not permitted in the classroom. If this poses a problem for you please see your instructor.

3. Academic Accommodations

Students who need academic accommodations due to a disability are encouraged to discuss their needs with their instructor at the beginning of the semester. To obtain authorized accommodations, students should be registered with the Office of Disability Services (ODS), 804 University Avenue, Room 309, 315-443-4498 and have an updated accommodation letter for their instructor. Accommodations and related support services such as exam administration are not provided retroactively and must be requested in advance. For more information about services and policies, visit the Office of Disability Services (<http://disabilityservices.syr.edu/>).

Course Sessions

****NOTE:** *The teaching team reserves the right to make changes to the schedule. Students will be notified of changes via blackboard email. ***

Session 1: Mon, Jul 29 **What are the big questions in public administration and democracy?**

No readings

Session 2: Tue, Jul 30 **What is an ideal political system?**

Readings:

Dahl, R. (1989). Anarchism. In *Democracy and its Critics*, pp. 37-43.

Dahl, R. (1989). Guardianship. In *Democracy and its Critics*, pp. 52-64.

Dahl, R. (1989). A Theory of the Democratic Process. In *Democracy and its Critics*, pp. 106-114.

Mayer, R. (2001). Strategies of Justification in Authoritarian Ideology. *Journal of Political Ideologies*, 6(2): 147-168.

Miller, Matt (May 2, 2012). What Singapore Can Teach Us. *Washington Post*.

Case:

Updike, J. (1978). Excerpt from *The Coup* concerning the country of Kush.

Points to ponder:

1. How might a proponent defend anarchy as an ideal political system?
2. How might a proponent defend guardianship as an ideal political system?
3. How might a proponent defend authoritarianism as an ideal political system?
4. What criteria does Dahl advance for a democratic political order? Explain in your own words what each criterion means. Does he miss anything?
5. Should we judge a political system based on its outcomes or the process that is used to achieve these outcomes?

Session 3: Wed, Jul 31 **What is democracy?**

Readings:

Held, D. (1995). Stories of Democracy, Old and New. In *Democracy and the Global Order: From the Modern State to Cosmopolitan Governance*, pp. 3-16.

Huntington, S.P. (1991). What? In *The Third Wave: Democratization in the Late Twentieth Century*, pp. 3-30.

Riker, W.H. (1982). The Connection between the Theory of Social Choice and the Theory of Democracy. In *Liberalism against Populism: A Confrontation between the Theory of Democracy and the Theory of Social Choice*, pp. 1-16.

Berman, S. (n.d.) *Understanding Social Democracy*, pp. 1-24.

Lijphart, A. (2004). Constitutional Design in Divided Societies. *Journal of Democracy* 15(2): 96-109.

Points to ponder:

1. What are the similarities and differences among the models of democracy identified by Held?
2. What are the similarities and differences between liberal democracy and social democracy?
3. What are the substantive and procedural elements of democracy?
4. How do you define democracy? How does your definition of democracy align with your vision of an ideal political system?

Session 4: Thu, Aug 1 **What is public administration and do we really need bureaucracy?**

Readings:

Fry, B.R. and J.C.N. Raadschelders (2008). Introduction. In *Mastering Public Administration: From Max Weber to Dwight Waldo*, pp. 1-18.

Kettl, D.F. and J.W. Fesler (2009). Administrative Responsibility. In *The Politics of the Administrative Process*, pp. 21-48.

Kettl, D.F. and J.W. Fesler (2009). What Government Does – And How it Does it. In *The Politics of the Administrative Process*, pp. 49-73.

H.G. Frederickson (2002). Confucius and the Moral Basis of Bureaucracy. *Administration & Society*, 33(4): 610-628.

Waldo, D. (1980). The Rise – and Decline? Of Administration. In *The Enterprise of Public Administration: A Summary View*, pp. 1-16. Novato, CA: Chandler & Sharp Publishers.

Case:

REVIEW: Updike, J. (1978). Excerpt from *The Coup* concerning the country of Kush.

Points to ponder:

1. How does traditional public administration justify bureaucracy? How does Confucian justification differ?
2. What does bureaucracy do? What factors and forces shape the context in which public administration happens?
3. What are the differences among the three broad approaches to public administration that Fry identifies?
4. What is meant by the phrase “administrative state”? Do we live in an administrative state? Is that good or bad?

Session 5: Fri, Aug 2

What are the tensions between democracy and bureaucracy?

Readings:

Pugh, D.L. (1991). The Origins of Ethical Frameworks in Public Administration. In J.S. Bowman (ed.), *Ethical Frontiers in Public Administration*, pp. 9-17.

Waldo, D. (1980). Bureaucracy and Democracy: Reconciling the Irreconcilable? In *The Enterprise of Public Administration: A Summary View*, pp. 81-98.

Meier, K.J. (1997). Bureaucracy and Democracy: The Case for More Bureaucracy and Less Democracy. *Public Administration Review*, 57(3): 193-199.

Nabatchi, T., H.T. Goerdel, and S. Peffer (2011). Public Administration in Dark Times: Some Questions for the Future of the Field. *Journal of Public Administration Research and Theory*, 21(s1): 29-43.

Alasdair Roberts (2009). The Case against Guardian Power. *Suffolk University Alumni Magazine*, pp. 19-21.

Case:

Kelly, J.M. (1996). Rural Democracy.

Points to ponder:

1. What are the differences between “bureaucratic ethos” and “democratic ethos”?
2. Which framework (i.e., bureaucratic or democratic) is the strongest or most predominant in public administration? Why?
3. Which framework *should* dominate?
4. Compare and contrast the “solutions” offered in the Meier article and in the Nabatchi, Goerdel, and Peffer article. With which do you most agree? Why?

Session 6: Mon, Aug 5

To whom should public administrators be responsible?

Readings:

Mosher, F.C. (1981). Carl Joachim Friedrich and Herman Finer. In F.C. Mosher (ed.), *Basic Literature of American Public Administration 1787-1950*, pp. 196-213.

Rohr, J.A. (1989). Regime Values. In *Ethics for Bureaucrats: An Essay on Law and Values*, pp. 59-95.

Waldo, D. (1980). Public Administration and Ethics: A Prologue to a Preface. In *The Enterprise of Public Administration: A Summary View*, pp. 99-115. (Read in its entirety, but focus specifically on pp. 103-106).

Lungu, G.F. (1982). Problems of Administrative Discretion in a Postcolonial State: Lessons from Zambia. *International Review of Administrative Sciences*, 48(3-4): 341-349.

Case:

O'Leary, R. (1994). The Bureaucratic Politics Paradox: The Case of Wetlands Legislation in Nevada. *Journal of Public Administration Research and Theory*, 4(4): 443-467.

Points to ponder:

1. Is administrative discretion necessary? Why or why not?
2. What are the advantages and disadvantages of overseeing public administrators through legal mechanisms as opposed to managerial mechanisms?
3. What are the criteria for determining the parties/stakeholders to whom public administrators are responsible, and which are most important?
4. How can public administrators be held accountable in developing nations that lack an experienced, trained, honest, and committed corps of bureaucrats? What level of administrative discretion is appropriate in these cases?

Session 7: Tue, Aug 6 **Should government be run like a business?**

Readings:

Beckett, J. (2000). The “Government Should Run Like a Business” Mantra. *American Review of Public Administration*, 30(2): 185-204.

Bozeman, B. (2007). Economic Individualism in Public Management. In *Public Values and Public Interest: Counterbalancing Economic Individualism*, pp. 68-82.

Denhardt, R.B. (2008). The New Public Management (excerpt). In *Theories of Public Organization*, pp. 137-145.

Osborne, D. (1993). Reinventing Government. *Public Productivity & Management Review*, 16 (4): 349-356.

Mazzara, A. (August 25, 2011). Would federal government work better if it were run like a business? *The Washington Post*.

Case:

Davis, J. and S. Tankha (2006). The Hyderabad Metropolitan Water Supply and Sewerage Board. Harvard Business Publishing.

(Not on Blackboard – see page 4 of syllabus concerning how to acquire)

Points to ponder:

1. What constitutes the philosophy and managerial practices of running government like a business?
2. What are the arguments for and against running government like a business?
3. How are the management challenges of government and business the same? How are they different?
4. Do you believe that government should be run like a business? Why or why not?

Session 8: Wed, Aug 7 **What is citizenship and how much influence should citizens have over the bureaucracy?**

Readings:

McSwain, C.J. (1985). Administrators and Citizenship: The Liberalist Legacy of the Constitution. *Administration & Society*, 17(2): 131-148.

Denhardt, R.B. and J.V. Denhardt (2000). The New Public Service: Serving Rather than Steering. *Public Administration Review*, 60(6): 549-559.

Roberts, N. (2008). Direct Citizen Participation: Challenges and Dilemmas. In N.C. Roberts (ed.), *The Age of Direct Citizen Participation*, pp. 3-17.

Dréze, J. and A. Sen (2002). Democratic Practice and Social Inequality in India. *Journal of Asian and African Studies*, 37(2): 6-37.

Case:

Guckenberger, K. and S. Khagram (2001). *The Challenge of Participation: Drafting Mauritania's PRSP*. Harvard Business Publishing.

(Not on Blackboard – see page 4 of syllabus concerning how to acquire)

Points to ponder:

1. How do you define citizenship, and what are (should be) the rights and responsibilities of citizens in a democracy?
2. Which of the McSwain models of citizenship (classical or liberal) fits better with your view of an ideal democracy? Why?
3. How is the new public service different from the new public management? What are the differences in how each framework views the role of citizens in the work of government?
4. Putting yourself in the shoes of a public administrator, what would you see as the advantages and disadvantages of seeking citizen participation?
5. What are the roles of democratic ideals, democratic institutions, and democratic practices in promoting citizen participation?

Session 9: Thu, Aug 8 **What are the effects of globalization on public administration?**

Readings:

Farazmand, A. (1999). Globalization and Public Administration. *Public Administration Review*, 59(6): 509-522.

Koppell, J. (2010). Administration without Borders. *Public Administration Review*, 70(s10): 46-55.

Stone, D. (2008). Global Public Policy, Transnational Policy Communities, and Their Networks. *Policy Studies Journal*, 36(1): 19-35.

Case:

Leonard, E.K. (2007). Establishing an International Criminal Court: The Emergence of a New Global Authority? Institute for the Study of Diplomacy (Case #258).

(Not on Blackboard – see page 4 of syllabus concerning how to acquire)

Points to ponder:

1. How would you define ‘globalization’?
2. What have been the effects of globalization on public administration?
3. How would you define ‘global public policy’?
4. What roles do states and non-state actors play in the formulation of global public policy?

Session 10: Fri, Aug 9 **What are the prospects for democracy?**

→ *At the end of this session you will receive your role-play character assignment*

Readings:

Linz, J.J. and A. Stepan (1996). Democracy and Its Arenas. In *Problems of Democratic Transition and Consolidation: Southern Europe, South America, and Post-Communist Europe*, pp. 3-15.

Diamond, L. (2008). The Democratic Rollback: The Resurgence of the Predatory State. *Foreign Affairs*, 87(2): 1-5.

Gat, A. (2007). The Return of the Authoritarian Great Powers. *Foreign Affairs*, 86(4): 59-69.

Deudney, D and Ikenberry, G. J. (2009). The Myth of the Autocratic Revival. *Foreign Affairs*, 88(1): 77-93.

Cheema, G.S. (2005). *From Public Administration to Governance: The Paradigm Shift in the Link between Government and Citizens*. Paper presented at the 6th Global Forum on Reinventing Government, Towards Participatory and Transparent Governance, 24-27 May 2005, Seoul, Republic of Korea.

Michael Hardt and Antonio Negri. (October 11, 2011). The Fight for ‘Real Democracy’ at the Heart of Occupy Wall Street. *Foreign Affairs*, pp. 1-4.

Points to ponder:

1. Is there a democratic rollback? If so, what is causing it?
2. What is a consolidated democracy?
3. What is needed to consolidate democracies?
4. Are there viable alternative paths aside from liberal democracy?
5. How involved should the United States and other Western nations be in promoting liberal democracy around the world?

Readings to set context for role-play:

NOTE: You should complete these readings before the start of the role-play exercise on Tuesday, August 13.

Simulation instructions, background, and confidential information (class hand out)

Education Action Plan (on Blackboard)

Policy for Rehabilitation and Development of Education (on Blackboard)

Ministry of Education Update (on Blackboard)

Session 11: Mon, Aug 12 **Take-home exam**

→ The exam will be available on Blackboard at 9:00am. You must email your completed exam to your TA by 9:00pm.

Session 12: Tue, Aug 13 **Role-Play: Negotiation Sessions**

Class session begins in the Maxwell Auditorium, then teams move to breakout rooms

9:00am-12:30pm: Role-play session part I – orientation and negotiations

2:00pm-5:00pm: Role-play session part II - negotiations

→ Reflective writing assignment instructions passed out at 9am.

Session 13: Wed, Aug 14 **Role-Play: Negotiation Sessions**

Class session begins with team negotiations in breakout rooms, then moves to the Maxwell Auditorium for the Advisory Committee Hearings.

9:00am-12:30 pm: Role-play session part III – additional negotiations and preparation for advisory committee hearings

2:00pm-5:00pm: Role-play session part IV - advisory committee hearings

Session 14: Thu, Aug 15 **Debriefing session for role-play and course**

Session 15: Fri, Aug 16 **Time for reflective writing assignment**

No class

→ Reflective writing assignment is due by Friday, August 16th at 6:00pm. Please email your paper to your TA.