

**Department of Public Administration
Maxwell School of Citizenship and Public Affairs
Syracuse University**

**PPA 755: Public Administration and Democracy
Spring 2006**

Wednesdays 3:45-6:30

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Course Subject

This course is primarily normative rather than skills-oriented in nature, in contrast to many of the other courses in the public administration curriculum. It does not teach you how to carry out particular management functions. Rather, it asks you to think about the political and social context that shapes the practice of public administration, and the ethical and normative issues that public administrators face as they seek to make effective decisions. The course is based on the presumption that only those public administrators who are broad-minded and self-reflexive, 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.

In pursuit of these ends, this course will have four parts. In the introductory sessions we will analyze a series of fundamental issues in public administration, including the meaning of citizenship and national identity, and the nature of contending norms that govern practice, such as efficiency, effectiveness, representation, participation, accountability, transparency and sovereignty. We will then turn to the case of the United States, covering the primary features of the political system and fundamental issues in the practice of public administration in this country. Much of this information will be presumed knowledge in other courses in the public administration curriculum.

The third part of the course will focus on public administration issues in transition states. Countries in Eastern Europe, Latin America, Africa and Asia are experiencing an astonishing array of transformations in the social, political and economic spheres, arguably the most comprehensive set of changes since the end of the Second World War. The collapse of communism, the move from state-dominated to market-oriented economies, the rapid mobilization of social groups, the spread of pluralistic political systems, the globalization of capital flows, the diffusion of information technology, and the expansion of ethnic conflict redefine the set of management issues confronting public administrators in transition societies, and make the art of public administration in such settings particularly complex. In this section of the course we will analyze five critical themes of concern to such societies - democratization, economic reform, state capacity, corruption and globalization. In the final section of the course we will have one session defined by student interest, hold a symposium, and synthesize material from throughout the class.

By the end of the course, participants should have developed a greater sensitivity to the social and political context of public administration, and a greater awareness of the principles that ground good public administration practice.

The table below summarizes the broad areas and topics covered, and course dates.

Part of Course	Session Number and Date	Topic
I. Foundational issues in PA	1. Jan 18	Introduction
	2. Jan 25	Competing norms in public administration
	3. Feb 1	Citizenship and national identity
II. The case of the United States	4. Feb 8	Foundations of the U.S. system of governance
	5. Feb 15	Institutional and historical context of U.S. public administration
III. PA issues in transition states	6. Feb 22	Democratic transition and consolidation
	7. Mar 1	Reforming former socialist economies
	8. Mar 8	Institutional capacity of the state
	Mar 22: No class	
	9. Mar 29	Corruption
	10. Apr 5	Globalization and national public policy-making
IV. Concluding sessions	11. Apr 12	Topic to be selected by the class
	12. Apr 19,20,21	Symposium
	13. Apr 19,20,21	Symposium
	Apr 19: No class	
	14. Apr 26	Wrap-up discussion

Course Requirements, Grading and Readings

Requirements

There are three requirements for this course.

1. Class participation and attendance

This class is heavily participatory. There will be few if any instructor presentations, as learning takes place primarily through active engagement with material rather than through passive listening. For this reason, your presence and active participation will be expected at *all fourteen sessions*. I will expect you to show up on time as I will begin each session at 3:45.

Also, because I wish to reward those who make a strong contribution to the quality of the learning environment in the course, class attendance and participation will be a large component (33%) of the grade. I expect your participation will reflect your careful reading and consideration of each week's works on the syllabus. *By participation I mean not only active involvement in discussion, but also careful listening, consideration and respect for the opinions of members of the class.*

To attain a grade of 'A' on class participation, you must attend *all fourteen sessions in their entirety* (including symposium requirements – please see below), 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, or coming to class late or without having done the readings will adversely affect your participation grade. (Medical and family emergencies, of course, do not count as an absence from a class session. Please let me know if such an emergency occurs so I will not count it as an absence).

Throughout the course we will be using the case method to analyze issues. You should read the attachment to this syllabus concerning the case method, which is an approach in which we jointly discuss issues raised by a case in order to uncover deeper management principles. 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. In that way you will be much better able to participate in the analysis we do during class.

2. Preparation and presentation of a public administration analysis piece

Public Administration Analysis Paper

You will write a public administration analysis piece. In this paper you will be expected to select a public administration issue and country of interest to you, to analyze the issue in detail, and to develop an argument concerning the deeper meaning of the issue for other settings and/or for public administration theory. *The paper must be a new project for you. It cannot be a modification of a piece you have written for work, a prior course or a concurrent course.*

The paper must be 13 to 15 pages long, excluding footnotes and bibliography. It should be double-spaced, using 1.25 inch margins and 12-point font. It is due by 12:00 PM noon latest on Monday, March 27th.

I will comment extensively on your paper, and you may write a second draft if you wish. If you write only one draft it will count for 33% of your course grade. If you write a second draft, the grade on the first draft will count for 13% of your course grade, and the grade on the second draft will count for 20% of your course grade (i.e. the grade on the second draft does not completely replace the grade on the first). The second draft should also be double-spaced, using 1.25 inch margins and 12-point font; however, in order to incorporate feedback, it may be 18 to 20 pages long. It is due by 5:00 PM latest on Monday, May 1st.

Symposium

You will present your analysis piece on April 19th, 20th or 21st during a symposium on development and social transformation to be held jointly with my other class and Professor John McPeak's. This will be a formal symposium, where we divide into panels according to related themes. There will be considerable interaction between panel members and the audience. The conference will be open to the public. It will run in both the mornings and afternoons of all days.

You are strongly encouraged to attend all panels on all days, except for those times when you have a class conflict. In order to meet the minimum class participation requirements for the course, you must attend at least six panels (your own counts as one) over the three days. These average an hour a piece. Attending more panels will influence your class participation grade positively. As the symposium attendance requirements correspond to approximately two sessions (six hours) in terms of class time, I will not hold regular classes on March 22 and April 19 (the week of the symposium). Exceptions to symposium attendance requirements will be granted *only if* your class schedule is such that you cannot meet these requirements without missing sessions of your other classes. Students in past sections of this course have found the symposium to be a particularly enjoyable and valuable educational experience.

You can find a website for the symposium at:

<http://www.maxwell.syr.edu/moynihan/programs/dev/sym/index.html>.

In order to help you enhance your presentation skills and prepare for the symposium, you will be encouraged to participate in presentation enhancement groups. These will be groups of three to five people that will meet once. In these groups each person will practice his or her presentation, and immediately thereafter receive feedback from all other members of the group. While participation in these groups is voluntary, I strongly encourage you to do so, and will consider this favorably when I calculate class participation grades. In order to get credit for this, after the meeting, each person in the group should send a one page e-mail memo to their entire group, copying myself, noting (1) the main criticisms that you received concerning your presentation and (2) the modifications you will make to enhance its quality. These notes, if you choose to participate in a group, are due by Monday, April 17th at midnight.

Shortly into the course I will distribute a handout giving more specific instructions concerning expectations for this piece, for your presentation, for the presentation enhancement groups and for the symposium.

In 2004 a publication was established, *The Journal of Development and Social Transformation*, that publishes the best papers from the symposia held during the prior calendar year. If the paper you present for the symposium this spring is particularly strong, you will be invited to have it considered for publication, enabling a large audience of scholars and practitioners to access it. Selection does not guarantee publication. Rather, your paper will be submitted for external peer review. If it passes this review, you will be invited to make revisions so that your article may be considered for inclusion in the journal. All students in Maxwell courses will be eligible to submit articles for consideration; however a portion of the article slots will be reserved exclusively for the best papers from the symposium. Only those people who choose to do second drafts of their course papers will be considered for these reserved slots.

3. Take-home final

There will be a take-home final. This will facilitate your synthesis of the material we have covered in the course. It will consist of a choice of three of four essay questions concerning material from throughout the class, and will draw heavily from the readings and class discussions. The exam will be open book: you will be allowed to consult the readings and your notes in order to answer the questions. I will provide additional details about the final later in the semester.

Grading

Class attendance and participation of which:	33%
Attendance and participation in class sessions	22%
Attendance and participation in symposium	11%
Analysis piece:	33%
Final exam:	<u>34%</u>
Total	100%

Papers will be penalized a half grade for each day they are 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 will be exempted from penalties, of course, but not emergencies caused by poor planning.

Readings

Unless otherwise noted in the syllabus, course readings are in a coursepack that can be purchased at the Campus Copy Center in Marshall Square Mall.

Some cases you must purchase online. I suggest you purchase and download these at the same time you get the coursepack to ensure that you have them in hand by the time we read it for the course.

The following case is copyrighted and I cannot duplicate it for you in the coursepack. However, it is easy to purchase and download from the website of the Georgetown University Institute for the Study of Diplomacy (GUISD).

- Wayne C. Thompson. 1999. "After the Empire: Estonia and Russia Negotiate Borders and Citizenship."

Go to <http://www.guisd.org/>. In the search box type in the first few words of the title of the case and press search. Then click on the title of the case, and then on the 'buy' box. You will be instructed there how you can purchase the case. The cost is \$3.50 to download the case to your computer, and \$5.00 to receive a hard-copy in the mail.

Two other cases are also copyrighted and must be purchased online:

- Marc Lindenberg. 1992. "Poland's Mass Privatization Program."
- Kirsten Lundberg. 2002. "High Road or Low? Transparency International and the Corruption Perceptions Index."

To acquire these:

Go to <http://xanedu.com>. Then create a student account. Make sure you include your local address (in New York state) when you register. Once you have registered you can scroll to the course pack for this course, which is listed under PPA 755, with my name. The cost is \$8.12 for a digital online version.

Course Sessions

Part I: Foundational Issues in Public Administration

Session 1: Jan 18

Introductory session

No readings

Session 2: Jan 25

Competing norms in public administration

Readings:

Woodrow Wilson. 1887. "The Study of Administration," pp. 11-24.

Norton Long. 1952. "Bureaucracy and Constitutionalism," pp. 808-818.

Jeremy Shiffman and Yonghong Wu. 2002. "Norms in Tension: Efficiency and Democracy in the Reform of the Bangladeshi Health and Population Sector," pp. 1547-1556.

Prepare case:

Janet M. Kelly - "Rural Democracy"

Session 3: Feb 1

Citizenship and national identity

Readings:

Benedict Anderson. 1983 and 1991. "Introduction," pp. 10-16 from *Imagined Communities: Reflections on the Origin and Spread of Nationalism*.

Martha Nussbaum., 1996. "Patriotism and Cosmopolitanism," pp. 3-17 in *For Love of Country: Debating the Limits of Patriotism*.

Benjamin R. Barber. 1996. "Constitutional Faith," pp. 30-37 in *For Love of Country*.

Prepare case:

(See note on page 4 concerning how to acquire this case).

Wayne C. Thompson. 1999. "After the Empire: Estonia and Russia Negotiate Borders and Citizenship, pp. 1-14.

Part II: The Case of the United States

Session 4: Feb 8

Foundations of the U.S. system of governance

Readings:

Constitution of the United States of America and Bill of Rights

Thomas E. Patterson 1995, Selections from *We the People: A Concise Introduction to American Politics*.

Prepare case:

Texas v. Johnson. 1989. Decision of the Supreme Court of the United States

Session 5: Feb 15

Institutional and historical context of U.S. public administration

Readings:

David Rosenbloom, 1983, "Public Administrative Theory and the Separation of Powers," pp. 432-440.

Richard J. Stillman II. 1990. "The Peculiar 'Stateless' Origins of American Public Administration and the Consequences for Government Today," pp. 156-166.

Prepare case:

Rosemary O'Leary, 1994, "The Bureaucratic Politics Paradox: The Case of Wetlands Legislation in Nevada," pp. 443-467.

Part III: Public Administration Issues in Transition States

Session 6: Feb 22

Democratic transition and consolidation

Readings:

Samuel P. Huntington. 1991. "What?" - Chapter One from *The Third Wave: Democratization in the Late Twentieth Century*, pp. 3-30.

Larry Diamond. 2000. "The Global State of Democracy," pp. 413-418.

Juan J. Linz and Alfred Stepan. 1996, selections from *Problems of Democratic Transition and Consolidation: Southern Europe, South America, and Post-Communist Europe*, pp. 3-15.

Session 7: Mar 1

Reforming former socialist economies

Readings:

Thomas W. Hall and John E. Elliott. 1999. "Poland and Russia One Decade after Shock Therapy," pp. 305-312.

Joseph Stiglitz. 1999. "Whither Reform? – Ten Years of the Transition," pp. 127-160.

Prepare case:

(See note on page 5 on concerning how to acquire this case).

Marc Lindenberg. 1992. "Poland's Mass Privatization Program," pp. 1-15.

Session 8: Mar 8

Institutional capacity of the state

Joel Migdal. 1988. *Strong Societies and Weak States: State-Society Relations and State Capabilities in the Third World*, pp. 3-9.

William Zartman. 1995. "Introduction: Posing the Problem of State Collapse," pp. 1-11.

Hussein M. Adam. 1995. "Somalia: A Terrible Beauty Being Born?" pp. 69-89.

Prepare case:

Hussein Adam and Richard Ford. 1998. "Removing Barricades in Somalia: Options for Peace and Rehabilitation"

World Factbook 2005 - "Somalia".

→ *Mar 15th, Wednesday: No class. Have a nice spring break!*

→ *Mar 22nd, Wednesday: No class. Time to work on paper and symposium presentation.*

→ *Mar 27th, Monday: Analysis piece due by 12:00 PM noon at the latest.*

Session 9: Mar 29

Corruption

Readings:

Transparency International. 2005. "Corruption Perceptions Index 2005."

Gerald A. Caiden and Naomi J. Caiden. 2001. "Administrative Corruption," pp. 177-189.

World Bank. 1997. "Restraining Arbitrary State Action and Corruption," pp. 99-109, ch. 6 in *World Development Report 1997*.

Jeremy Pope and Transparency International. 2000. "Lessons Learned - A Progress Report," pp. 295-303, Chapter 29 of *Confronting Corruption: The Elements of a National Integrity System*.

Prepare case:

Tiina Randma. 1995. "An Ethical Dilemma at the Cumbrian Cultural Endowment Foundation," pp. 1-4.

Session 10: Apr 5

Globalization and national public policy-making

Readings:

Martha Finnemore. 1996. Selection from *National Interests in International Society*, pp. 1-33.

Margaret Keck and Kathryn Sikkink. 1998. "Transnational Advocacy Networks in International Politics: Introduction," pp. 1-10.

Peter Haas. 1992. "Introduction: Epistemic Communities and International Policy Coordination," pp. 1-20.

Prepare case:

(See note on page 5 on concerning how to acquire this case).

Kirsten Lundberg. 2002. "High Road or Low? Transparency International and the Corruption Perceptions Index," pp. 1-20.

Part IV: Concluding Sessions

Session 11: Apr 12

Student-selected theme

Readings:

To be arranged (two to four articles. Total of 50 to 70 pages of reading)

→ *Apr 17th, Monday: If you choose to participate in a presentation enhancement group, notes are due by midnight for class participation credit.*

Sessions 12 and 13:
Apr 19,20,21

Symposium

No class readings.

Symposium will be held on Wednesday April 19th, Thursday April 20th and Friday April 21st. You are strongly encouraged to attend all panels, except for times when you have a class conflict. You **must** attend at least six panels (including your own) to meet minimum class participation requirements. Attending more panels will positively affect your class participation grade.

→ *Apr 19th: No class.*

Session 14: Apr 26

Wrap-up session

→ *May 1st, Monday: If you are doing a second draft of your paper, it is due by 5:00 PM on this day.*

→ *May 4th, Thursday: Pick up take-home final after 9:00 AM. They are due by Monday, May 8th at 5:00 PM. Late finals will be subject to significant penalties.*