

**AMERICAN UNIVERSITY  
SCHOOL OF PUBLIC AFFAIRS  
DEPARTMENT OF PUBLIC ADMINISTRATION AND POLICY**

**Course Syllabus for PUAD 608 – Comparative Administrative Systems  
Spring 2012**

Instructor:	Tamara Hafner, Ph.D.	Class Time:	Thursdays, 5:30 - 8:00 PM
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### **Course Overview**

This course provides an introduction to the field of comparative public administration. The field focuses largely on reform and capacity building and often seeks to identify universal patterns in organizational structures and processes that promote the most ‘desirable’ policy outcomes. States differ greatly in their history and social and economic characteristics, and exhibit a range of administrative arrangements. The variation in these administrative systems is due to a variety of factors, including social, cultural, political and technological factors. We will focus primarily on national (and less so on sub-national) administrative systems in a sample of states, explore the variation in administrative systems and examine how the organizational structure and processes facilitate or inhibit policy implementation. We will try to address four specific questions:

- How are different administrative systems structured and what frameworks do we have for comparing them?
- What factors shape the configuration of administrative systems?
- How do the structural and behavioral characteristics of administrative systems affect policy outcomes?
- How does globalization affect the structure and function of governments?

It is impossible to fully answer these questions but the course will introduce you to some of the existing theoretical frameworks and empirical methods that can help you think about these questions. At the end of the course we are likely to have both “questionable answers and unanswerable questions” (Björkman 2010, p.1). However, you will have:

- Been introduced to different ways administrative systems are structured to deal with variations in the purpose and function of government.
- Been introduced to frameworks for looking at some of the persistent issues and concerns associated with administration in nation-states.
- Developed an appreciation for the relevance of comparative public administration as a discipline, its limitations and some of the challenges it faces.
- Further developed your oral and written communication skills through class discussions, presentations and written assignments.
- Further developed your research skills and ability to critically evaluate scholarly work through your collection and review of scholarly literature and your evaluation of your colleagues’ papers.

### **Course Materials**

There is no required text for this class. Except for some case studies, all assigned readings are available on Blackboard. You will be required to purchase the following cases (\$3.50 each) from the

Harvard Kennedy School of Government. An active URL link for each case is available on Blackboard.

- The Hyderabad Metropolitan Water Supply and Sewerage Board. KSG Case No. CR14-06-1828.0
- Reforming Prague City Hall: The Efforts of Mayor Jan Kasl to Increase Transparency and Fight Corruption. KSG Case No. C15-05-1797.0
- Change in Chignahuapan: Reforming a Municipal Government in Mexico. KSG Case No. C15-06-1841.0
- Municipal Decentralization in Buenos Aires: Creating the Municipality of Hurlingham. KSG Case No. CR14-99-1493.0

### **Academic Support**

I am committed to assisting you in excelling in this course. Please do not hesitate to consult with me if you experience difficulty with this course for any reason. I am available for appointments throughout the week. You can request an appointment by sending me an email at [hafner@american.edu](mailto:hafner@american.edu).

Please note that there is a wide range of services available on campus to support you in your efforts to meet the course requirements. These services include:

- The Academic Support Center offers study skills workshops, individual instruction, tutor referrals, Supplemental Instruction, and services for students with learning disabilities and ADHD. x3360, MGC 243, <http://www.american.edu/ocl/asc/index.cfm>
- The ASC Writing Lab or the Writing Center offers writing support. Battelle-Tompkins 228, <http://www.american.edu/ocl/asc/Writing-Lab-About-Us.cfm>
- The Counseling Center offers counseling and consultations regarding personal concerns, self help information, and connections to off campus mental health resources. x3500, MGC 214, <http://www.american.edu/ocl/counseling/>
- The Disability Support Services offers technical and practical support and assistance with accommodations for students with physical, medical, or psychological disabilities. x3315, MGC 206, <http://www.american.edu/ocl/dss/>

If you qualify for accommodations because of a disability, please notify me in a timely manner with a letter from the Academic Support Center or Disability Support Services so that we can make arrangements to address your needs.

### **Blackboard & Communication**

There is an active Blackboard site for the course. All announcements, course material and resources will be posted on the site as needed. I prefer to communicate through e-mail and I will respond to any queries you may have within 24 hours. Any e-mail communication I initiate will be directed to your AU account so please have your e-mail forwarded to your preferred e-mail address if necessary.

### **Green Teaching**

This is a Certified Green Course. This means, for example, that I will try to limit the number of printed materials I hand out, and that I will use Blackboard extensively to post class materials. To help make our class as green as possible, I encourage you to minimize paper use by reading course readings online rather than printing copies. If you choose to print, please print double-sided, and recycle the paper after the end of the semester.

## Assignments and Evaluation

Your final grade will be based on the following components:

- Class Participation, 40%
- Critical Analysis Papers, 40%
- Final Exam, 30%

Please note that there will be no extra credit assignments for you to raise your grade. I am willing to discuss your grade on any assignment so please feel free to contact me if you think I made an error in my evaluation of your work.

### *Grade Conversion Chart*

Letter Grade	Percentage Equivalent	My Assessment
A	95-100	Exceeds my expectations
A-	90-94.99	
B+	87-89.99	Meets my expectations
B	84-86.99	
B -	80-83.99	Meets my minimum expectations
C+	77-79.99	
C	74-76.99	Fails to meet my expectations
C-	70-73.99	
D	60-69.99	
F	<60	

### *Class Participation (40%)*

This class is heavily participatory. For you to get your full participation points, you must attend all 14 sessions in their entirety and consistently be a central contributor to the class discussion. Your comments should demonstrate that you have read and carefully considered the assigned readings for the session. Active participation also requires that you listen carefully to your colleagues and treat their opinions and comments with respect. Missing one or more sessions, being disengaged or disruptive in class, coming to class late or without having done the readings will adversely affect your participation grade. Medical and family emergencies will not contribute to your absence count (please inform me if such emergencies arise).

As part of the participation grade, there are two specific tasks:

- Each student is responsible for leading the discussion for two class sessions. You should have five questions based on the assigned readings prepared for the class, which you should distribute via email by Wednesday 5p.m.
- Each student is responsible for selecting two comparable countries to follow throughout the semester. As we discuss the different topics throughout the semester, we will rely on each student as an expert on their selected countries and have them report on each topic within the context of their country.

Note that there is a vast literature on comparative administration and it is impossible to cover a substantial portion of it in one course. Further, some countries are underrepresented in the literature. As such, having each student become a specialist on two countries allows us to share the workload for additional reading and research and ensures that we will all be exposed to a wider sample of countries throughout the semester.

### *Critical Analysis Papers (40%)*

You are required to submit two short essays (3 pages, single-spaced, 1-inch margins). Each paper should be structured around the materials and discussions covered in a session of your choice. Your essay may be an analysis of one of the cases covered throughout the semester. The subject of your essay may instead be a response to a question raised in class or a critique or rebuttal of the arguments made by a given author in one of the assigned readings. Or you may choose to examine one of the topics discussed within the context of your two countries. The thesis of your paper should be clear and your arguments should be supported with citations where necessary. You are also expected to cite additional academic references not listed in the syllabus. While you have some flexibility on the topic of your paper note that it will be graded zero if it is a mere non-critical summary of the assigned readings. Further, your essay should be submitted on the day we discuss the case or topic you have chosen. Please submit your essay via Blackboard by Thursday, 5:30 p.m.

Your essay will be graded on:

- Demonstrated understanding of the materials
- Connections drawn to class materials
- Evidence of critical thinking
- Number and quality of references
- Structure and coherence
- Writing and grammar

### *Final Exam (30%)*

You will have a final exam on May 3. The exam will be an open-book take-home exam. The exam will be available at 9 a.m. on Blackboard and will be due by 9:00 p.m. the same day. More details on the exam will be provided later in the semester.

### **Class Format**

The class will be conducted as a graduate seminar. I will use the first 20 minutes of class to review the material covered in the last session, address any remaining questions or problems and frame the readings for the current session. The person assigned for that week will then lead the class discussion for about 45 minutes. This will be followed by a 15-minute break. A group activity or case discussion will then follow. I will use the last 20 minutes of class to summarize the key points, highlight areas of ongoing empirical or theoretical debate and preview the readings for the subsequent session.

### **Expectations of Students**

#### *Participation & Conduct*

This is a reading- and participation-intensive course and will only be successful if you attend all classes, are well prepared and actively participate in class discussions. We will all learn from each other so I expect you to come each week prepared to share your knowledge and insight with the class. Please see the section in this syllabus on class participation.

#### *Recorders, Cell Phones & Laptop Use*

Please do not use your cell phone during class. Please mute or power off your phone before class. Feel free to use your laptops to take notes and access class materials on Blackboard. To encourage discussion, recorders are not permitted in the classroom.

### *Reading and Writing Standards*

Throughout this and every other course you should give careful attention to writing style, source citations, and proper listing of references. The American University Library's Information Literacy Tutorial provides an introduction to research and writing. You should consider taking this tutorial if you have not already done so. Citations should be used when appropriate and you should adopt a consistent citation style. You may cite websites as sources but you should evaluate websites carefully for academic quality and reputation. I have listed several writing resources below.

- The library's literacy tutorial can be accessed at <http://www.library.american.edu/tutorial/index.html>
- Citation style resources include:
  - The library's website at [http://www.library.american.edu/e\\_ref/citation.html](http://www.library.american.edu/e_ref/citation.html)
  - David, J.P. (2007). *The Rowman & Littlefield Guide to Writing with Sources* (3<sup>rd</sup> ed.).
  - Hacker, D. (Ed.). (2006). *A Writer's Reference* (6<sup>th</sup> ed.). Bedford/St. Martin's Press. See <http://www.bedfordstmartins.com/hacker/writersref>.
  - For guidance on website evaluation, please contact a site such as <http://www.library.cornell.edu/okuref/research/webeval.html>.

### **Academic Integrity**

Standards of academic conduct are set forth in the University's Academic Integrity Code, <http://www.american.edu/academics/integrity/code01.htm>. All examinations, tests, written papers, and other assignments are required to be completed according to the standards set forth in this code. All work must be entirely your own. When you quote from others' work, you must give full credit by footnote or endnote. Failure to use quotation marks when quoting, failure to give full credit when paraphrasing, use of others' ideas or work products, submission of work prepared through impermissible collaboration, and also submission of work prepared by you for another class are all examples of violations of the academic integrity code and will result in sanctions.

By registering in this class, you have acknowledged your awareness of the Academic Integrity Code, and you are obliged to become familiar with your rights and responsibilities as defined by the Code. Violations of the Academic Integrity Code will not be treated lightly, and disciplinary action will be taken should such violations occur. Please see me if you have any questions about the academic violations described in the Code in general or as they relate to particular requirements for this course. Failure to comply with the requirements of the Academic Integrity Code can result in failure in the course, as well as more serious academic sanctions.

### **Turnitin.com**

I will be using Turnitin.com— an online text-matching program—in my evaluation of all your written assignments. Although Turnitin has been characterized as a “plagiarism-prevention” program, we will use it in this class to help educate you about the writing process and to foster integrity. Instructions are posted on Blackboard.

### **Emergency Preparedness**

In the event of a declared pandemic (influenza or other communicable disease), American University will implement a plan for meeting the needs of all members of the university community. Should the university be required to close for a period of time, we are committed to ensuring that all aspects of our educational programs will be delivered to our students. These may include altering and extending the duration of the traditional term schedule to complete essential instruction in the traditional format and/or use of distance instructional methods. Specific strategies will vary from class to class, depending on the format of the course and the timing of the emergency. Faculty will communicate class-specific information to students via AU e-mail and Blackboard, while students

must inform their faculty immediately of any absence due to illness. Students are responsible for checking their AU e-mail regularly and keeping themselves informed of emergencies. In the event of a declared pandemic or other emergency, students should refer to the AU Web site ([www.prepared.american.edu](http://www.prepared.american.edu)) and the AU information line at (202) 885-1100 for general university-wide information, as well as contact their faculty and/or respective dean's office for course and school/ college-specific information.

**Online Resources for Basic Background Information on Countries:**

- CIA World Factbook, <https://www.cia.gov/library/publications/the-world-factbook/>
- Corruption Perceptions Index, <http://www.transparency.org>
- Economic Freedom Index, <http://www.heritage.org>
- The Economist Intelligence Unit, <http://www.eiu.com/Default.aspx>
- Human Development Index, <http://hdr.undp.org>
- Library of Congress Country Studies, <http://countrystudies.us/>
- OECD
- World Development Indicators, <http://data.worldbank.org>
- World Bank
- YaleGlobal, <http://yaleglobal.yale.edu/>

**COURSE SCHEDULE**

Date		Topic
W1	January 19	Course Introduction
<b>MODULE I. INTRODUCTION TO COMPARATIVE PUBLIC ADMINISTRATION</b>		
W2	January 26	Democracy and the State
W3	February 2	Bureaucracy and its Role
W4	February 9	Comparison in Public Administration
<b>MODULE II. ADMINISTRATION, POLITICS &amp; SOCIETY</b>		
W5	February 16	Personnel Recruitment and Management
W6	February 23	Problems of Administrative Structure
W7	March 1	Politics and Bureaucracy
W8	March 8	Administrative Accountability
	March 15	<b>Spring Break — Enjoy!</b>
<b>MODULE III. REFORM AND DEVELOPMENT ADMINISTRATION</b>		
W9	March 22	Administrative Reform I
W10	March 29	Administrative Reform II
W11	April 5	Development Administration
W12	April 12	Globalization and Public Administration
<b>CONCLUDING SESSIONS</b>		
W13	April 19	Course Recap and Evaluations
W14	April 26	No Class (Instructor Away at Conference)
	May 3	Take-Home Final

## DETAILED COURSE SCHEDULE

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### PART I. INTRODUCTION TO COMPARATIVE PUBLIC ADMINISTRATION

WEEK 1, JANUARY 19

#### Introduction to the Course, Roadmap for the Semester

- No required readings
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WEEK 2, JANUARY 26

#### Democracy and the State

- Readings:
    - Dahl, Robert A. 1989. *Democracy and its Critics* (Chap 8, pp. 106-118). Yale University Press.
    - Fukuyama, F. 2004. The Imperative of State-Building. *Journal of Democracy* 15(2):
    - Lijphart, A. 2004. Constitutional Design in Divided Societies. *Journal of Democracy* 15(2): 96-109.
    - Welzel, C. 2009. Theories of Democratization. In: *Democratization*, edited by C. Haerpfer, P. Bernhagen, R. Inglehart and C. Welzel, 74-90. Oxford: Oxford University Press.
  - Case:
    - Updike, J. 1978. Excerpt from *The Coup* concerning the country of Kush.
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WEEK 3, FEBRUARY 2

#### Bureaucracy and its Role

- Readings:
    - Dahl, Robert A. 1947. The Science of Public Administration: Three Problems. *Public Administration Review* 7(1): 1-11.
    - 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.
    - La Palombara, Joseph. 2006. An Overview of Bureaucracy and Political Development. In *Comparative Public Administration: The Essential Readings*, edited by Eric E. Otenyo and Nancy S. Lind, 193-220. New York, NY: Elsevier.
    - Micklethwait, J. 2011. A Special Report on the Future of the State: Taming Leviathan. *The Economist*, March 23: 1-4.
    - Meier, K.J. 1997. Bureaucracy and Democracy: The Case for More Bureaucracy and Less Democracy. *Public Administration Review* 57(3): 193-199.
  - Case:
    - Updike, J. 1978. Excerpt from *The Coup* concerning the country of Kush.
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WEEK 4, FEBRUARY 9

#### Comparison in Public Administration

- Readings:
  - Heady, Ferrel. 2001. *Public Administration: A Comparative Perspective* (Chap. 2, pp. 71-112). New York, NY: Marcel Dekker.
  - Jreisat, Jamil E. 2010. Comparative Public Administration and Africa. *International Review of Administrative Sciences* 76(4): 612-631.
  - Pollitt, C. 2011. Not Odious but Onerous: Comparative Public Administration. *Public Administration* 89(1): 114-127.
  - Riggs, Fred W. 1991. Public Administration: A Comparativist Framework. *Public Administration Review* 51(6): 473-77.



- Welch, Eric, and Wilson Wong. 1998. Public Administration in a Global Context: Bridging the Gaps of Theory and Practice between Western and Non-Western Nations. *Public Administration Review* 58(1): 40-49.
  - Class Activity:
    - Students provide background information on the administrative systems in their selected countries.
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## PART II. ADMINISTRATION, POLITICS & SOCIETY

### WEEK 5, FEBRUARY 16

#### **Personnel Recruitment and Management**

- Readings:
    - Klingner, Donald E., and V. Pallavicini Campos. 2002. Human Resource Management Reform in Latin America and the Caribbean: What Works and What Doesn't. *Public Organization Review* 2(4): 349-64.
    - OECD. 2004. *Public Sector Modernization: Modernizing Public Employment*. Paris: Organization for Economic Cooperation and Development.
    - Peters, B. Guy. 2010. *The Politics of Bureaucracy: An Introduction to Comparative Public Administration* (Chap 3, pp. 81-124). New York, NY: Routledge.
    - Perry, James L. and Lois Recascino Wise. 1990. The Motivational Bases of Public Service. *Public Administration Review* 50(3): 367-373.
  - Case:
    - Change in Chignahuapan: Reforming a Municipal Government in Mexico. KSG Case No. C15-06-1841.0
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### WEEK 6, FEBRUARY 23

#### **Problems of Administrative Structure**

- Readings:
    - Beckett, J. 2000. The "Government Should Run Like a Business" Mantra. *American Review of Public Administration* 30(2): 185-204.
    - Peters, B. Guy. 2010. *The Politics of Bureaucracy: An Introduction to Comparative Public Administration* (Chap 4, pp. 125-164). New York, NY: Routledge.
    - Rauch, James E. and Peter B. Evans. 2000. Bureaucratic Structure and Bureaucratic Performance in Less Developed Countries. *Journal of Public Economics* 75: 49-71.
    - Rothstein, Bo and Jan Teorell. 2008. What is the Quality of Government? A Theory of Impartial Government Institutions. *Governance* 21(2): 165-190.
    - Worley, C. and E. Lawler. 2006. Designing Organizations that are Built to Change. *MIT Sloan Management Review* 48(1): 19-23.
  - Case:
    - The Hyderabad Metropolitan Water Supply and Sewerage Board. KSG Case No. CR14-06-1828.0
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### WEEK 7, MARCH 1

#### **Politics of Bureaucracy**

- Readings:
  - Bryner, Gary C. 2007. Public Organizations and Public Policies and, Luc Roubon, Politicization of the Civil Service. In *The Handbook of Public Administration*, edited by B. Guy Peters and Jon Pierre, 189-210. Thousand Oaks, CA: Sage.

- Cameron, Robert. 2010. Redefining Political-Administrative Relationships in South Africa. *International Review of Administrative Sciences* 76(4): 676-701.
- Esman, M. J. 1999. Public administration and conflict management in plural societies: the case for representative bureaucracy. *Public Administration & Development* 19(4), 353-366
- Peters, B. Guy. 2010. *The Politics of Bureaucracy: An Introduction to Comparative Public Administration* (Chap 5, pp. 165-193). New York, NY: Routledge.
- Case:
  - Change in Chignahuapan: Reforming a Municipal Government in Mexico. KSG Case No. C15-06-1841.0

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WEEK 8, MARCH 8

### **Administrative Accountability**

- Readings:
  - Chan, Hon S. and David H. Rosenbloom. 2010. Four Challenges to Accountability in Contemporary Public Administration: Lessons from the United States and China. *Administration & Society* 42(1S): 11S-33S.Lee
  - Considine, Mark. 2001. The End of the Line? Accountable Governance in the Age of Networks, Partnerships and Joined up Government. *Governance* 15: 21-40.
  - Devas, N. and U. Grant. 2003. Local Government Decision-Making: Citizen Participation and Local Accountability: Some Evidence for Kenya and Uganda. *Public Administration and Development* 23(4): 307-16.
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WEEK 10, MARCH 29

### **Administrative Reforms II**

- Readings:
  - Falletti, T.G. 2005. A Sequential Theory of Decentralization: Latin American Cases in Comparative Perspective. *American Political Science Review* 99(3): 327-46.
  - Haruna, Peter Fuseini. 2003. Reforming Ghana's Public Service: Issues and Experiences in Comparative Perspective. *Public Administration Review* 63(3): 343-354.
  - Kakumba, Umar. 2010. Local Government Citizen Participations and Rural Development: Reflections on Uganda's Decentralizations System. *International Review of Administrative Sciences* 76(1): 171-186.
  - Kauzya, John-Mary. 2007. *Political Decentralization in Africa: Experiences of Uganda, Rwanda and South Africa*. New York: United Nations.
  - Smoke, P. 2003. Decentralization in Africa: Goals, Dimensions, Myths and Challenges. *Public Administration and Development* 23(1): 7-17.
- Case:
  - Municipal Decentralization in Buenos Aires: Creating the Municipality of Hurlingham. KSG Case No. CR14-99-1493.0

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WEEK 11, APRIL 5

### **Development Administration**

- Readings:
  - Brinkerhoff, Derick W. and Jennifer M. Coston. 1999. International Development Management in a Globalized World. *Public Administration Review* 59(4): 346-361.
  - Moss, Todd, Gunilla Pettersson and Nicolas van de Walle. 2006. *An Aid-Institutions Paradox? A Review Essay on Aid Dependency and State Building in Sub-Saharan Africa*. Working Paper No. 74. Washington, DC: Center for Global Development.
  - Mowles, Chris. 2010. Post-Foundational Development Management-Power, Politics and Complexity. *Public Administration and Development* 30: 149-158.
  - Pritchett, L. and M. Woolcock. 2002. *Solutions when the Solution is the Problem: Arraying the Disarray in Development*. Working Paper No. 10. Washington, DC: Center for Global Development.
  - Werlin, Herbert H. 2003. Poor Nations, Rich Countries: A Theory of Governance. *Public Administration Review* 63(3): 329-342.
- Case:
  - Itagaki, K. 2003. What did I do wrong?

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WEEK 12, APRIL 12

### **Globalization and Public Administration**

- Readings:
  - Abonyi, George, and David M. Van Slyke. 2010. Governing on the Edges: Globalization of Production and the Challenge to Public Administration in the 21st Century. *Public Administration Review* 70 (S1): 33-45.
  - Farazmand, Ali. 2009. Building Administrative Capacity for the Age of Rapid Globalization: A Modest Prescription for the Twenty-First Century. *Public Administration Review* 69(6): 1007-1020.
  - 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.
  - Letnes, B. 2007. Transnational Corporations, Development, and Underdevelopment. In *The Handbook of Globalization, Governance, and Public Administration*, edited by Ali Farazmand and Jack Pinkowski, 747-756. Boca Raton, FL: CRC Press
  - Case:
    - Leonard, E. K. 2007. *Establishing an International Criminal Court: The Emergence of a New Global Authority?* Institute for the Study of Diplomacy. Case No. 258
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WEEK 13, APRIL 19

**Course Wrap and Evaluations**

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**TAKE-HOME FINAL EXAM: MAY 3, 9 A.M. - 9 P.M.**