MIDDLE EAST TECHNICAL UNIVERSITY

FACULTY of ECONOMICS and ADMINISTRATIVE SCIENCES
Department of Political Science and Public Administration

Comparative Public Administration
Course Syllabus

Professor john Dixon

1. Course Description

This course is focused on public administration as a concept—the diversity of guiding general politico-administrative principles that determines how a government can administer the affairs of state within a governance framework—and as praxis—the diversity of perspectives on administration structures, procedures and practice. It explores the implications of the different styles of public administration for the provision of public services, public ethics, public accountability, the 'ideal-type' public administrator, and the administrative reform agenda. It also reviews the style of public administration adopted in a selection of countries that have been informed by different public administration principles.

2. Course Intended Learning Outcomes

Upon successful completion of the course, students will be able to:

- explain the relationship between the different modes of societal governance and the styles of public administration
- explain and critically assess the contending approaches to public administration:
  - Confucian public administration
  - Platonic public administration
  - Hegelian public administration
  - Weberian public administration
  - Neo-Weberian public administration
  - Post-communist public administration
  - The New Public Management
  - Post-modern public administration
  - Adhocracy
  - Collaborative public administration
  - Post-bureaucratic public administration
  - Post-traditional public administration;
- explain the implications of the contending styles to public administration for:
  - the style of public services provision

- the basis of public ethics
- the basis of justice
- the 'ideal-type public administrator'
- the administrative reform agenda;
- describe the public administrative systems in a selecrtion of countries
- communicate ideas and information clearly and effectively English; and
- work effectively with others in the pursuit of common objectives.

3. Learning Philosophy

The learning philosophy of this course is that it is the student who constructs meaning from knowledge provided, not the teacher who imparts it. The measure of the full value of the learning achieved is whether students can demonstrate:

- an understanding of the knowledge (paradigms, concepts, techniques and information) learnt;

- an ability to generalize about possible applications of that learning;

- a spirit of inquiry that prompts them to ask and discover important questions;

- a critical self-understanding (of their perceptions, of the way they construct meaning, and of their behaviors and habits) so as to attain the critical awareness (to be able (1) to discriminate small differences of meaning — discriminate reflectivity — and (2) to be able to make wise ethical judgments); and

- the ability to update their learning.

4. Learning Philosophy

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- a spirit of inquiry that prompts them to ask and discover important questions.

5. Method of Instruction

The course will be taught by a combination of lectures, discussion, and group presentations.
- Class sessions will involve both knowledge transfer and interactive discussions to reinforce understanding. Students are expected not to be more than passive listeners.

- Careful listening of lecture will be of benefit, with the learning reinforced by doing all the required readings.
- *Learning Groups* are an important part of the learning process embedded in this course; they are intended to achieve specific individual and collective learning goals (e.g. to produce a learning outcome (e.g. a group oral or written presentation) that contributes to the achievement of individual learning goals, by means of group processes that (1) decide on (a) the group work plans, and (b) each individual group member's contributions, and (2) that ensure the delivery of (a) each group members' agreed contributions, and (b) the desired group outcomes (e.g. a coordinated and cohesive group presentation).

6. Course Teaching Schedule

Week 1-2: The Idea of Public Administration:
1. An Exploratory Comparative Framework

- Definition of Public Administration
- Perspective on the Individual in Society
  - Individualism
  - Collectivism
- Societal Governance
  - Governance themes
- Societal Governance and Public Administration
  - Hierarchical governance
    - Bureacratic public administration
  - Market self-governance
    - Managerialized public administrative
  - Network governance
    - Participative public administration
- Perspectives on the State
  - Elitism
  - Pluralism
  - Marxism
- The Machinery of Government
- The Civil Service
  - A Career Service
- Public Service Delivery
  - Direct provision
  - Contracted provision
- Public Administration and Ethics
- Public Administration and Justice
- Public Administration and Accountability
- The 'Ideal-type Public Administrator'
  - The contending attributes of the 'ideal-type public administrator'

- Governance and the Contending Public Sector Reform Agenda
- Public Sector Reform Objectives

Debate 1
- **Hegel's proposition that** "The strength of the state is lies in the unity of its universal end with the particular interest of individual."

Reading
Essential
- Australia, Museum of Australia 2014
- Fieser 2006
- Kukatha 2008
- Levi-Faur 2011

Weeks 3-5:   Hierarchical Governance and Public Administration

- Informing Governance Philosophies and Values:
    - Absolutism
    - Totalitarianism
    - Authoritarianism
    - Conservatism
    - Neo-conservatism
    - Social liberalism
    - Socialism
    - Democratic socialism
    - Social democracy
- Style of Governance
    - Patrimonial governance
    - Authoritarian governnce
    - Monarchical governance
    - Representative democracy
- Style of State
    - The Confucian state
    - The Platonic state
    - The Hegelian state
    - The Weberian state
    - The authoritarian state
    - The theocratic state
    - The social democratic state
- Style of Public Administration
    - Confucian public administration
    - The Platonic public administration
    - Weberian public administration
    - Neo-Weberian public administration
    - Post-communist public administration

- Style of Provision of Public Services,
  - Bureaucratic provision
- Basis of Public Ethics
  - Deontologial ethics (duty ethics)
- Basis of Justice
  - Desert distributive justice (contribution to society)
  - Procedural justice (procedures producing correct decisions)
- Basis of Public Accountability
  - Hierarchical (upward—organizational/political) accountability
- The 'Ideal-type Public Administrator'
  - The consummate bureaucratic administrator
- Administrative Reform Agenda:
  - Reforms must reinforce the supremacy of the collective

Debate 2 and 3
- **Confucius's** proposition that "rule by virtue and good sense" is superier to "rule by force".
- **Plato's** proposition that "Until philosophers rule as kings [taken to mean as public administrators]…until political power and philosophy entirely coincide…cities will have no rest from evils,... nor, I think, will the human race."

Reading
Essential
- Kukatha 2008
- Lynn 2008
- Mises [1944] 1963
References
- *"Theocracy"*
- Wright 2014

Week 6-8:   Market Self-Regulation Governance and Public Administration

- Informing Governance Philosophies and Values:
  - Libertarianism
  - Anarchism
  - Liberalism
  - Neoliberalism
- Style of Governance
  - Protective democracy
  - Anarchical self-governance
  - Deliberative democracy
  - Participatory democracy
- Style of State

- The liberal state
- The neo-liberal state
    - The hollowed-out state
    - The minimalist state
- The Participatory state
- Style of Public Administration
    - New public management
- Style of Provision of Public Services
    - Managerialized (budget-funded) public provision
    - Commercialized public provision
    - Corporatized public provision
    - Privatized provision
- Basis of Public Ethics
    - Consequential ethics
- Basis of Justice
    - Desert-based distributive justice (capacity to pay)
    - Procedural justice (a fair balance between the costs of the procedure and the benefits that it produces)

Basis of Public Accountability
- Market (downward—client/customer) accountability

The 'Ideal-type Public Administrator'
- The consummate manager of public resources

Administrative Reform Agenda:
- Reforms must seeks to inculcate market forces into the public sector and business-like practices into public administration

Debate 4
- **Rhodes'** proposition that "The 'hollowing out of the state' means simply that the growth of governance [away from hierarchical governance] reduced the ability of the core executive to act effectively, making it less reliant on a command operating code and more reliant on diplomacy [interpersonal and discourse skills]."

Reading
Essential
- Kouzmin and Dixon 2005
- Kouzmin, Dixon and Korac-Kakabadse 2001
- Milward and Provan 2000
- Mintrom 2003

References
Shah 2010

Weeks 9-11:   Network Governance and Public Administration
- Informing Governance Philosophies and Values:
    - Humanism
    - Associationalism

- Communitarianism
- Corporatism
- Anarcho-communism
- Anarcho-syndicalism
- The empowerment movement
- The human relations movement
- Style of Governance
  - Associational democracy
  - Collaborative democracy
- Style of State
  - The pluralist state
  - The corporatist state
  - The multicultural state
- Style of Public Administration
  - Post-modern public administration
  - Adhocracy
  - Collaborative public administration
  - Post-bureaucratic public administration
  - Post-traditional public administration
- Style of Provision of Public Services
  - Collaborative provision
- Basis of public ethics
  - Virtue (situational) ethics
- Basis of Justice
  - Needs-based distributive justice (egalitarianism)
  - Procedural justice (those who are affected having an opportunity to participate in decision-making)
- Basis of Public Accountability
  - Stakeholder (horizontal) accountability
- The 'Ideal Public Administrator'
  - the consummate network builder, facilitator, and manipulator
- Administrative reform agenda:
  - Reforms must seeks to inculcate inclusive, participative, and collaborative processes to enhance the creativity and outcomes of public administration

Debates 5-7

- **Vigoda-Gadot's** proposition that collaboration in public administration not "merely a utopian idea with minimal impact on the administrative process."
- *Weber's proposition that because of the dominance of instrumental rationality in a bureaucrcy, it becomes an 'iron cage'; that traps highy specialized people who have little awareness of the relationship between their jobs and the organization as a whole: and thus as Weber forsaw "It is horrible to think that the world would one day be filled with little cogs, little men clinging to little jobs and striving towards the biggest ones."*

- **Farmer's** proposition that traditional Weberian public administration should be killed off and replaced by a style of public administration that "emphasizes imaginative thinking and action in government."

Reading
Essential
- Ansell and Gash 2008
- Bogason 2004
- Bud 2007
- Dolan 2010
- Farmer 2007
- Lynn 2008
- Vigoda-Gadot 2004

References
- Considine 2003
- Davies 2011
- Dugan 2003
- FRIDE 2006
- Kernagham 2000

Week 12-13:   **Seminar Presentations:**

7. Assessment Scheme

The course grade will be based on the following three (3) assessments:

1. Class Debates: **25%**

Students will form into groups of 4-6 people to debate the appropriateness of one of the following propositions in relation to the conduct and/or the reform of public administration

1. **Hegel's proposition that** "The strength of the state is lies in the unity of its universal end with the particular interest of individuals."
2. **Confucius's** proposition that "rule by virtue and good sense" is superier to "rule by force".
3. **Plato's** proposition that "Until philosophers rule as kings [taken to mean as public administrators]…until political power and philosophy entirely coincide…cities will have no rest from evils,... nor, I think, will the human race."
4. **Rhodes'** proposition that "The 'hollowing out of the state' means simply that the growth of governance [away from hierarchical governance] reduced the ability of the core executive to act effectively, making it less reliant on a command operating code and more reliant on diplomacy [interpersonal and discourse skills]."
5. **Vigoda-Gadot's** proposition that collaboration in public administration not "merely a utopian idea with minimal impact on the administrative

process."
6. ***Weber's*** *proposition that because of the dominance of instrumental rationality in a bureaucrcy, it becomes an 'iron cage'; that traps highy specialized people who have little awareness of the relationship between their jobs and the organization as a whole: and thus as Weber forsaw "It is horrible to think that the world would one day be filled with little cogs, little men clinging to little jobs and striving towards the biggest ones."*
7. **Farmer's** proposition that traditional Weberian public administration should be killed off [*"kill the king"*] and bve replaced by a style of public administration that "emphasizes imaginative thinking and action in government."

Each debate will take the form of equal numbers speaker arguing the appropriateness/inappropriateness of their chosen proposition. Each speaker is expected to speak for 5 minutes.

The presentations schedule is incorporated into the Course Teaching Schedule.

Assessment criteria:
- Group presentation   **10%**

  - The strength of the overall case presented
- Individual oral presentation skills: **15%**
  - clarity of argument
  - quality and use of presentation aids

2. Country Public Administration Profiles   25%

Students will form into groups of 3-4 people to report on the nature of public administration in one of the following countries:

Australia
UN, Department of Economic and Social Affairs (DESA) (2006). *Commonwealth of Australia: Public Administration Country Profile.* Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023300.pdf

Central African Republic
UN, Department of Economic and Social Affairs (DESA) (2004). *Central African Republic: Public Administration Country Profile.* Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023256.pdf

Chile
UN, Department of Economic and Social Affairs (DESA) (2004). *Republic of*

Chile: Public Administration Country Profile. Available at: http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023195.pdf

China

UN, Department of Economic and Social Affairs (DESA) (2006). *People's Republic of China: Public Administration Country Profile.* Available at: http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023305.pdf

France

UN, Department of Economic and Social Affairs (DESA) (2006). *Republic of France: Public Administration Country Profile.* Available at: http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023308.pdf

Georgia

UN, Department of Economic and Social Affairs (DESA) (2004). *Georgia: Public Administration Country Profile.* Available at: http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023176.pdf

Germany

UN, Department of Economic and Social Affairs (DESA) (2006). *Germany: Public Administration Country Profile.* Available at: file:///Users/apple/Desktop/Germany%20PA%20Profile.pdf

Iran

UN, Department of Economic and Social Affairs (DESA) (2004). *Republic of Iran: Public Administration Country Profile.* Available at: Islamic http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023234.pdf

Kazakhstan

UN, Department of Economic and Social Affairs (DESA) (2004). *Republic of Kazakhstan: Public Administration Country Profile.* Available at: http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023235.pdf

New Zealand

UN, Department of Economic and Social Affairs (DESA) (2006). *New Zealand: Public Administration Country Profile.* Available at: file:///Users/apple/Desktop/New%20zealand%20PA%20Profile.pdf

Russia

UN, Department of Economic and Social Affairs (DESA) (2004). *Russian FederaTION: Public Administration Country Profile.* Available at:

http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023223.pdf

Saudi Arabia
UN, Department of Economic and Social Affairs (DESA) (2004). *Kingdom of Saudi Arabia: Public Administration Country Profile*. Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023182.pdf

Singapore
UN, Department of Economic and Social Affairs (DESA) (2005). *Singapore: Public Administration Country Profile*. Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023321.pdf

Sweden
UN, Department of Economic and Social Affairs (DESA) (2006). *Kingdom of Sweden: Public Administration Country Profile*. Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023323.pdf

United Kingdom
UN, Department of Economic and Social Affairs (DESA) (2006). *United Kingdom: Public Administration Country Profile*. Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023325.pdf

United States of America
UN, Department of Economic and Social Affairs (DESA) (2006). *United States of America: Public Administration Country Profile*. Available at:
http://unpan1.un.org/intradoc/groups/public/documents/un/unpan023326.pdf

Each report (approximately 8 pages of text (double-spaced, Arial 12 point typeface, bullet-points encouraged) and present (maximum 30 minutes duration) will cover:
- The country:
    - its people
    - its economy
    - its public sector
- Structure of Government
- The State and Civil Society
- The Civil Service
- Ethics and the Civil Service
- Distinctive Features

The presentations are in Weeks 12 and 13.

Assessment criteria:

- Written report: **10%**
  - Knowledge of subject
- Individual oral presentation skills: **15%**
  - clarity of expression
  - quality and use of presentation aids
    (e.g. PowerPoint)

3. Final Exam   50%

This will be of 120 minutes duration, and the paper will have the following structure:
- Compulsory question   **20%**
- Choice of two out of four other questions   **30%**

8. Instructional Resources

General Reference

Rabin, J., Hildreth, W. B., and Miller, G. (eds.) (2007), *Handbook of Public Administration*. Boca Raton, FL: CRC Press. Available at: http://ip.umy.ac.id/wp-content/uploads/2014/02/pbj-PUBLIC-POLICY-Public-Administration-and-public-policy-146-International-handbook-of-public-proc.pdf

Specialized Reading

"Theocracy". Available at: http://www.princeton.edu/~achaney/tmve/wiki100k/docs/Theocracy.html mprative%20PA%20Reading/Princeton%20University,%20Theocracy.html

Ansell, C. and Gash, A. (2008). "Collaborative Governance in Theory and Practice", *Journal of Public Administration Research and Theory 18 (4): 543-571.* Available at:http://sites.duke.edu/niou/files/2011/05/Ansell-and-Gash-Collaborative-Governance-in-Theory-and-Practice.pdf

Australia, Museum of Australia (2014). *Defining Democracy*. Available at file:///Volumes/NO%20NAME/Comp%20PA%20Syllabus%20METU/Comprative%20PA%20Reading/Defining%20democracy%20·%20MuseumInternet Encyclopedia of PhilosophyHouse.html

Berling, J. A. (1982)." Confucianism", *Focus on Asian Studies* II (1): 5–7. Available at:

http://www2.kenyon.edu/Depts/Religion/Fac/Adler/Reln270/Berling-Confucianism.htm

Bogason, P. (2004). "Postmodern Public Administration". In Ferlie, E. B., Lynn, L. and Pollitt,C. (eds.), *Handbook of Public Management.* Oxford: Oxford University Press. Available at http://postmoderne.wikispaces.com/file/view/POSTMODERN+PULIC+ADMINISTRATION+POMOADMfinal.pdf

Bud, L. (2007). "Post-Bureaucracy and Reanimating Public Governance". *International Journal of Public Sector Management*, 20 (6): 531–547. Available at: *http://www.reut-institute.org/data/uploads/Articles%20and%20Reports%20from%20other %20organizations/post%20beareaucrat%20model.pdf*

Considine, M. (2003). "Governance and Competition: The Role of Non-profit Organisations in the Delivery of Public Services". *Australian Journal of Political Science 38 (1) 63–77. Available at:*

Davies, J. S., (2011). "The Limits of Post-Traditional Public Administration: Towards a Gramscian Perspective". *Critical Policy Studies* 5 (1): 47–62. Abstract Available at SSRN: http://ssrn.com/abstract=1813726

Dolan, T. E. (2010). "Revisiting Adhocracy: From Rhetorical Revisionism to Smart Mobs". *Journal of Futures Studies* 15 (2): 33 – 50. Available at:http://www.jfs.tku.edu.tw/15-2/A03.pdf

Dugan, M. A. (2003) "Empowerment". At *Beyond Intractability*. (Burgess , G. and Burgess, H. (eds), Conflict Information Consortium, University of Colorado, Boulder. <http://www.beyondintractability.org/essay/empowerment>

Farmer, D. J. "Five Great Issues in the Profession of Public Administration". In Rabin, J., Hildreth, W. B., and Miller, G. (eds.) (2007), *Handbook of Public Administration*. Boca Raton, FL: CRC Press. Available at: http://ip.umy.ac.id/wp-content/uploads/2014/02/pbj-PUBLIC-POLICY-Public-Administration-and-public-policy-146-International-handbook-of-public-proc.pdf

Fieser, J. (2006). "Ethics". Internet Encyclopedia of Philosophy. Available at file:///Volumes/NO%20NAME/Comp%20PA%20Syllabus%20METU/Comprative%20PA%20Reading/Ethics%20%5BInternet%20Encyclopedia%20of%20Philosophy%5D.htm

Fundación para las Relaciones Internacionales y el Diálogo Exterior (FRIDE) (2006). "Empowerment" (Backgrounder 01). Available at http://www.fride.org/descarga/bgr_empowerment_eng_may06.pdf

Kernagham, K. (2000). "The Post-Bureaucratic Organization and Public Service Values". *International Review of Administrative Sciences* 2000; 66–91. http://reut-institute.org/data/uploads/Articles%20and%20Reports%20from%20other%20organizations/public%20administration%20values.pdf

Kouzmin, A. and Dixon, J. (2005), "Public Domains, Organizations and Neo-Liberal Economics: From De-Regulation and Privatization to the Necessary "Smart" State". In Koch, R. and Conrad, P. (eds), *Verwaltungsmodernisierung* [*New Public Services*]. Weisbaden, Germany: Gabler-Verlag.

Kouzmin, A., Dixon, J. and Korac-Kakabadse, N. (2001). "From Self-referential Economics to Managerialism and the 'Economic Holocaust' of Downsizing/Re-engineering: An Ethical Audit", **Titsmeikan Law Review** (Tokyo), 4, cummulative. no. 278: 293-356 (in Japanese): 293-353. Reprinted in **Global Business Regulation: Some Research Perspectives** (eds. Thorne, K. and Turner, G.) Sydney: Prentice Hall, 2001.

Kukatha, C. (2008). "A Definition of the State". A paper presented at a conference on "Dominations and Powers: The Nature of the State", University of Wisconsin, Madison, March 29. Available at: http://philosophy.wisc.edu/hunt/A%20Definition%20of%20the%20State.htm

Levi-Faur, D. (2011). "From Big Government to Big Governance?" (Jerusalem Papers in Regulation & Governance No 35 (July)). Jerusalem, IS: Jerusalem Forum on Regulation & Governance, Department of Political Science the Federmann School of Public Policy & Government ,The Hebrew University. Available at: http://regulation.huji.ac.il/papers/jp35.pdf

Lynn, L. E. (2008). "What is a Neo-Weberian State? Reflections on a Concept and its Implications". Available at: http://iss.fsv.cuni.cz/ISS-50-version1-080227_TED1_Lynn_Whats_neoweberian_state.pdf

Milward, H. B. and Provan, K. G. (2000). Governing the Hollow State". *Journal of Public Administration Research and Theory 10 (2): 359–-379.* Available at:

Mintrom, M. (2003). "Market Organizations and Deliberative Democracy :Choice and Voice in Public Service Delivery". Administration & Society 35 (1): 52-81. Available at; http://202.154.59.182/ejournal/files/market%20organizations%20and%20deleberative%20democracy.pdf

Mises, L., von ([1944] 1963) *Bureaucracy.* Available at: http://mises.org/Books/bureaucracy.pdf

Shah, A. (2010). "A Primer on Neo-liberalism". *At Global Issues: Social, Political, Economic and Environmental Issues that affect us All*. Available at: file:///Volumes/NO%20NAME/Comp%20PA%20Syllabus%20METU/Comprative%20PA%20Reading/Shah,%20A%20Primer%20on%20Neoliberalism%20—%20Global%20Issues.html

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Wright, C. (2014). "Plato's Just State". Philosophy Now 90) (July–August). Available at: https://philosophynow.org/issues/90/Platos_Just_State