

**THE UNIVERSITY OF NEW MEXICO**  
**School of Public Administration**

**PADM 535—Comparative Public Administration—Spring Term 2014—Preliminary Syllabus**

Dr. Mario A. Rivera, Regents' Professor of Public Administration

Webpage: [www.unm.edu/~marivera](http://www.unm.edu/~marivera)

**Office:** Social Sciences Bldg (SSCI) #3007, Tel. 277-3560; **e-mail:** [marivera@unm.edu](mailto:marivera@unm.edu)

**Office Hours:** Fridays 3:45-6:00 pm, or other times by appointment; appointments are encouraged.

***Scope and Purpose of the Course:***

This course approaches the sub-discipline of comparative public administration (CPA) from several analytical, thematic, and methodological standpoints. This is a subdiscipline co-created by the late Ferrel Heady, founder of the UNM School of Public Administration, Fred Riggs, and others. It is still very much in the process of self-definition and validation within the Public Administration field.

Comparative method in public administration and political science consists of the elaboration and empirical testing of theoretical constructs about governance that are applicable across institutional systems and across nations. Structural-functional approaches, for example, identify universal governmental functions that correspond with specific political structures in different national contexts. From this vantage point, one might compare the legislative, or law-making, function between parliamentary and Presidential systems, for instance, or compare policymaking systems cross-nationally by policy-issue area. Increasingly, governance mechanisms that create linkages across public, not-for-profit, and for-profit sectors are of interest to comparative public administration.

Comparative analysis also occurs when one evaluates the administrative institutions, processes, or values of one governmental or policy system with reference to those of another, including case studies that take one system as the reference point for another. Alternatively, one or more governance systems may be evaluated against collective ends such as democracy, efficacy, and responsiveness. One may study the application of administrative practices across political jurisdictions and organizational boundaries, for example in comparing performance management across different nations, or agencies or divisions within a single country: for example, comparative analysis of intergovernmental relations between the United States and the European Union, or within one of these two systems.

The course will be concerned as well with comparative analysis of governance dynamics today, in the U.S. and globally. These include the following: (1) economic and political development, including institutional development, for instance concerning the role of the Law in facilitating or hindering commerce; (2) the dynamics of globalization, including economic and political liberalization, and the increasing interdependence of national, regional, and global economic systems; (3) performance management and program evaluation in contexts of governmental accountability; (4) collaborative networks, public-private partnerships, and other emergent forms of governance; and (5) terrorism and other contemporary topics of increasing urgency. *A key integrative theme linking these varied emphases will be the cross-national, comparative study of public ethics.*

This broad agenda will require development and application of critical-analytical skills. The course aims to help students strengthen their written and verbal analytical and communication skills, through (1) writing assignments that stress expository and analytical quality and (2) group case presentations.

**Posted PDF texts:**

1. Raymond W. Cox III (Ed.), *Ethics and Integrity in Public Administration: Concepts and Cases* (2009, M.E. Sharpe). This is a PDF file of the text, available as an e-text from mesharpe.com and accessible without charge to students in the course on the UNM Learn webpage. It takes a comparative approach to public ethics, providing seven chapter readings under the rubric of “International & Comparative Perspectives,” and thereby provides the core readings relating to the aforementioned central theme for this course this semester, namely comparative public ethics. It will be read in its entirety.

2. *Handbook of Public Policy Analysis: Theory, Politics, and Methods*, by Frank Fischer, Gerald Miller, & Mara Sidney (CRC Press, 2007), Part VI, Chapters 19 (Comparative Public Policy), 20 (Applied Cultural Theory), 21 (Ethical Issues and Public Policy), and 22 (Public Policy and Democratic Citizenship). These complement the Cox text and other course methods materials.

Additional readings, case studies, and other required materials will also be posted to the UNM Learn site on the university. Updated syllabi and all materials will be available there as well, using your UNM login and password.

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**Important Note:** Anyone requiring special accommodation or assistive technology is asked to advise Dr. Rivera within the first two weeks of class, so that reasonable accommodation may be provided. The School of Public Administration is committed to providing all necessary and feasible accommodation to students with disabilities so that they may fully participate in and contribute to their classes. Confidentiality will be maintained as indicated by the student’s circumstances.

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**Course Requirements—Sources of and criteria for the final course grade:**

There are three main sources of evaluation in determining final course grade: a case summary and analysis paper based on one of two case studies for which the student has participated in class presentations; each of two case presentations; and general class participation. The paper will count for 40 percent of the final grade, and the presentations for 25 percent of the final grade each. Case presentations are the principal way in which class participation is organized in the class; however, ongoing contributions to class discussion are essential to the functioning of the class as a seminar. This latter form of participation, each individual student’s contributions to class discussion through comments in class, will count for 10 percent of the final course grade.

In summary, the final course grade is determined as follows:

1. The course paper counts for 40 percent of final grade;
2. each of two case presentations counts for 25 percent of final grade; and
3. contributions to ongoing class discussion through comments in class count for 10 percent of the final grade.

***The written assignment is as follows:***

**(1) Written Assignment:** One case summary and analysis paper of approximately 12-15 pages length (typed, double-spaced, in Times New Roman 12-size font). The paper will provide a selective summary and critical analysis of one of the two cases the student helped present.

It is the student’s choice as to which of the two cases to summarize and analyze in the paper. This paper assignment will be explained in detail in class, and sample papers are to be posted to UNM

Learn. The paper must integrate (i.e., make consistent reference to) pertinent course readings. It is not to be a research paper, but rather an essay that builds explicitly on the case itself, germane course readings, and class lectures. If outside research or other material is incorporated in the paper, it must constitute no more than half of the paper. The paper must directly and explicitly address and integrate course readings and case material. Any paper submission (initial submissions or final versions) with excessive grammatical or other expository errors or problems will be returned without comments, without a grade, and counted late when resubmitted in acceptable form. “Excessive errors” is taken to mean four or five spelling or other grammatical or expository writing problems, in Dr. Rivera’s judgment and at his discretion.

The paper is expected, at minimum, to meet the standard of professional papers in practitioner contexts. If outside research is incorporated in the paper, all sources must be acknowledged, and cited using the American Psychological Association (APA) citation style—this is the citation style required for School of Public Administration professional papers. A brief, free guide to APA citation may be accessed at the following URL: <http://owl.english.purdue.edu/owl/resource/560/01>. If the hyperlink does not work, cut and paste the URL to your web browser—this webpage, from Purdue University, is regularly updated).

Acknowledgement of sources is essential, in order to avoid plagiarism. *Plagiarism, defined as presenting someone else’s work as one’s own, may result in failure in the paper assignment and may also eventuate in failure in the course. If referred to the University Dean of Students, it may also eventuate in other disciplinary action including suspension or expulsion from the Public Administration program, or from the University.* This policy is consistent with the University of New Mexico Policy on Academic Dishonesty, which is available from the following UNM URL: <http://pathfinder.unm.edu/policies.htm#academicdishonesty>

A case summary and analysis paper cannot have verbatim material in common with the paper submitted any of the case presentation partners. While its case summary materials may find some commonality among presenters (though never in word-for-word writing), the analysis part of the paper (half or more of the paper) must be distinctly the individual student’s preparing the assignment. Papers should be submitted within two weeks of a case presentation, although this is a flexible rather than absolute deadline. All papers and revisions must be submitted electronically *no later* than the beginning of the final class session. The provision for revising papers is explained below.

Important paper submission requirements: It is stressed that papers failing to meet all of the following submission requirements may not be opened or graded, and those papers submitted in some other way will not count as submitted on time. **The paper must be submitted electronically in any version of Microsoft Word (Word), to [marivera@unm.edu](mailto:marivera@unm.edu), as attachments to an email with “535” in the subject line.** *Any papers submitted without the 535 identifier on the subject line will not be readily retrieved and are therefore likely not to be evaluated.* Sample case summary/analyses, other sample papers, and other resources for presentations and papers to be made available on UNM Learn.

Paper revisions: The paper may be submitted once based on the instructor’s comments on the first submission, as indicated in the reading and assignment schedule below. This first paper submittal is to be proofread, clean, and in final form—**it is not considered a draft**. The paper may be revised, rewritten, and resubmitted once (based on instructor comments on the first submission) by the final class period, for reconsideration of the grade. Papers submitted within two weeks of the final class

meeting will not provide enough time for detailed comment by the instructor and for student revisions. Therefore, all first submissions must be in no later than April 18<sup>th</sup> by the beginning of the class period, electronically as stipulated in the syllabus, in MS Word, to [marivera@unm.edu](mailto:marivera@unm.edu), in order to allow for detailed comments such as would make revisions possible. Papers submitted after April 18<sup>th</sup> will not be counted late, provided they are in, electronically, no later than the class session on May 2<sup>nd</sup> by the beginning of the class period (the final deadline for all paper and revised paper submissions).

The paper revision option will be explained further in class.

In the event that a student is not satisfied with the grade outcome of a revised paper, she or he may submit a case summary and analysis of the other case she or he presented. The grade for that alternative paper would replace that of the first if it improves the student's grade. All such compensating assignments must be discussed with and approved by Dr. Rivera.

(2) *Case presentations*—As already indicated, every student will participate in co-leading two case presentations with group partners. *The case presentation grade will be based on the quality of each individual's presentation of his/her part of the group case presentation—it is not a "group" grade.* Additionally, each group is to electronically submit its presentation materials (usually a PowerPoint file) within a week of the presentation. Each section of the presentation presented by individual students should be tagged with the student-author's name. Only the better of the two presentation grades will be recorded, and recorded as a total case presentation grade (totaling 50% of final grade).

(3) *Class participation*—General contribution to class discussion and to the quality of the class experience will also constitute this portion of the final grade, along with consideration of the quality of case presentations. The entirety or totality of the student's participation and contribution will be weighed, therefore, in arriving at the participation grade. Consistent class attendance is presupposed for an excellent grade in class participation. Any more than three unexcused absences will result in a lower class participation grade, and hence a lower course grade. No one will receive an A grade (A+, A, or A-) without consistent attendance and participation, and *consistent, positive contribution to class discussion*, in the way of quality presentations and readings-based general comments during class.

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"Safe Space" policy—ground rules for a positive classroom environment and experience

All classroom discourse will exhibit respect for all other persons, not only within the confines of the classroom but also in general. Explicit statement of this policy is necessary to ensure that everyone feels comfortable and free to articulate ideas or viewpoints. Class discussion allows for disagreement, but comments must be sustained by evidence, especially from class materials and readings. Comments are not to be simply unsupported assertions of opinion, and never *ad hominem* (personal) in nature.

Incivility of any kind is, of course, unacceptable. This includes carrying on conversations during class, checking cell phones or other electronic devices for messages, texting, and other distractions. Such distractions will result in a correspondingly low or failing grade in class participation for that day. Breaches of this policy may result in administrative sanctions, including administrative drop of a student from the course. There need be no other notice to students concerning this policy. The instructor will not be interrupting class in order to correct or call attention to these kinds of behavior unless it is necessary for the continued conduct of the class. No other notification of students will be required for any of these sanctions.

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**Preparing for case study discussion:** It is up to each group presenting the given case what themes to develop most prominently. In every instance, cases are to be developed and presented in relation to assigned course readings. Every student is expected to read every case study, whether or not s/he is assigned to its presentation, as well as ancillary assigned readings, so as to inform his or her class comments on the case. *Readings-based comments in class are by far the likeliest to earn an A grade in general class participation.*

**Additional remarks on grading policy:** The provision for one revision of the course paper is intended to allow each student to maximize his or her control over the eventual grade, while maintaining academic rigor. All work, including class discussion, is expected to be consistent with the nature of graduate professional study: original, supported by readings and evidence, and in general knowledge-based, incisive, and rigorous.

Plagiarism (presenting another's work as one's own) will result in failure for that assignment and, at the instructor's discretion, may also result in failure in the course and referral to the University Judicial system. The University code of conduct is available on the unmc.edu University webpage.

It is expected that students will also draw on their practitioner or other experience with organizations when pertinent. However, readings-based argumentation in papers and comments in class are the most reliably positive manner of contribution to the class.

An A+ is reserved for truly superb work; A is excellent work; A- is outstanding work, but not quite of the level of excellence of an A; B and B+ represent good, sound work and are still honor grades. Grades of B- and below mean that some portion of the basic, core concepts are missing, poorly understood, or poorly expressed in verbal or written articulation of ideas and analysis. The very best written-analysis and verbal-presentation work is accurate, evidence-based, clear, and creative, and of well-sustained, consistently high quality. Expository and analytical quality for written work includes a well-organized paper or essay, paragraphs that correspond to separate topics and subtopics, cogent sentences with appropriate use of adjectives and adverbs, correct syntax, and other basic elements of grammatical, effective writing. Essential in this connection is concise, compelling, clear argumentation and analysis. Written work in every instance should draw on the case study under examination and the two course texts, as well as class lectures.

Take great care to correct grammar and spelling. Remember that the spell-checker function cannot distinguish, for instance, between *their*, *there*, and *they're*, or between *discrete* and *discreet*. Reread and edit your work (at least twice, preferably half a dozen times) before you hand it in. Your paper submission is *not a draft*, even when submitted for comments and possible revision. It is to be a closely edited, corrected paper that is as well executed with reference to these criteria as you can make it. As indicated previously, papers with excessive spelling and grammar, and expository writing quality and clarity, problems, will be returned without a grade. When resubmitted, such a paper shall be considered late and graded as much as one grade lower in consequence.

**Requests for grade clarification or reconsideration:** Grade evaluation is always done with care, rigor, and thoroughness, aiming for fairness and for an assessment that reflects the quality of a student's work. Questions about the grade received in any given assignment, or for the course as a final grade, must be raised in a timely manner, within one week of return of the assignment and (for the final grade) *within one week of the web-posting of the grade by the University Registrar*. Any explanation of a

grade or grades will be provided only in a one-on-one meeting with the student—grade discussions are by privacy-protected and confidential and may only be carried out with the individual student involved. Requests for grade reconsideration, or protests of final grades, will, at Dr. Rivera’s discretion, initiate a total reconsideration of the evaluation involved, so that *such a request could result in a grade being raised, lowered, or kept the same.*

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*This syllabus may be amended, augmented, or revised (for instance, with additional readings, revised class schedule, or modification of course requirements) even after web-posting as a final syllabus.*

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## UNM LEARN

To access LEARN, students need to login to their My UNM accounts. From there, in the top right hand corner is an icon labeled “UNM Learn.” It is located next to the “logout” icon. Once you click on that, you are in LEARN. From there, one just needs to click on the PADM 553 class under “My Courses” and then find the appropriate folder, labeled “Syllabus,” “Case Studies,” “Readings,” etc.

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## **Reading and Assignment Schedule; class number and date:**

1. January 27—Discussion of course requirements; discussion of case presentations by groups; overview of the course; introduction to comparative public administration.
2. 2/3—***State of the field of comparative public administration; comparative method; comparative research.***  
Assigned readings from UNM Learn:
  1. Heady, Perlman, and Rivera, *Issues in Comparative and Int’l. Administration.*
  2. Heady, *Comparison in the Study of Public Administration*
  3. Rivera & Heady, *Lessons from Intergovernmental Performance Accountability in New Mexico*
3. 2/10—***Comparative method in public administration (continued). Foundations of ethical theory and comparative public ethics.*** Assignment of individual students to case presentations.  
  
Cox text, Introduction and Chapters 1 & 2.  
Assigned readings from UNM Learn:
  1. Peters, *Theory and Methodology in the Study of Comparative Public Administration*
  2. *Strategies for comparative international research*
  3. *Transnational diffusion: Norms, ideas, and policies*
4. 2/17—***Comparative method applications in organizational and program performance measurement; comparative public policy; the case study method.***  
Cox text, Chapter 3 (“Ethical Failings, Incompetence, and Administrative Evil: Lessons from Katrina and Iraq”). Fischer text, chapters Chapters 19 (Comparative Public Policy) and 21 (Ethical Issues and Public Policy).

5. 2/24—***Comparative Method applied to Policy and Program Innovation and Democratic Leadership.***

Cox text, Chapter 4; Fischer text chapters 20 (Applied Cultural Theory) and 22 (Public Policy and Democratic Citizenship).

Assigned reading from UNM Learn:

Rivera-Rogers 4(3) *Innovation Journal*—on *Innovation Diffusion & Networks*

6. 3/3—***Realist and Idealist approaches to foreign policy. Organizational Influences on Ethical Behavior; the “Culture of Waiver.”***

Cox text, Chapters 5 & 6

▪ Case presentation 1: “Human Rights and Trade: The Clinton Administration and China”

Also read and consider companion case “The Clinton Administration and Multilateral Peace Operations (A & B)”

7. 3/10 ***Privatization of public services and state resources. Fighting Corruption Globally and Locally. Empirical Evidence in Public Ethics***

Cox text, Chapters 7, 8, & 9

Assigned reading from the UNM Learn site: *After privatization of telecom in Peru*

▪ Case presentation 2: “Privatization of Telecommunications in Peru, ”with “Sequel”  
Companion case to be assigned.

**March 16-22<sup>nd</sup> (Sunday through Saturday)—University Holiday: Spring Break—no class Monday March 17).**

8. 3/24— ***Collaborative networks in policy advocacy—cross-national perspectives and development contexts. Clientism networks and unethical behavior in the public sector.***

Cox text, Chapter 10 (“Anticorruption Reforms in Italy”)

Assigned reading from UNM Learn:

*Evaluating networks and collaborative advocacy*

▪ Case presentation 3: “A Partnership in Troubled Waters”

Also read and consider companion case entitled “What Did I Do Wrong?”

9. 3/31—***Evaluation of development programs. Public ethics and Public Governance.***

Cox text, Chapter 11.

Assigned readings from UNM Learn:

1. Review *Evaluating networks and collaborative advocacy*

2. *Performance measurement and program evaluation*

▪ Case presentation 4: “Managing a Health Project: HIV/AIDS in Thailand (A & B)”

Also read *one* of the following companion cases: “The Right To Be Human: The Dilemmas Of Rights-Based Programming At Care-Bangladesh” *or* “Grassroots Assistance in Rural China.”

10. 4/7—***Policy Alienation and role and value conflicts; authoritarianism and ethical redress.***  
Assigned readings from UNM Learn:
1. *Policy alienation among professionals in public service*
  2. *Complex equality in ethics*
  3. Rivera, Mario A. and Ward, James D., coauthor, “Prospects for Public Ethics Focused on Claims to Equity: A Tentative Comparison of the United States and China,” in *Studies on Administrative Reform: Building Service-oriented Government and Performance Evaluation Systems*, (Beijing, China: Jiuzhou Press, August, 2013). To be posted.
- Case presentation 5: “Donald Rumsfeld and Prisoner Abuse at Abu Ghraib”  
Companion case to be assigned.
11. 4/14—***The public and deliberative ethics of aid, political neutrality, and advocacy.***  
Cox text, Chapter 12  
Assigned readings from UNM Learn:
1. *Oxfam, network structure, and ethics*
  2. *Rights-based approach, Oxfam America perspective*
- Case presentation 6: “Oxfam [International] and Debt Relief Advocacy”  
Also read and consider companion case entitled “Bread for the World.”
13. 4/21—***Development assistance in conflict-torn nations. Ethical competencies in public administration.***  
Cox text, Chapter 14  
Assigned readings from UNM Learn:
1. *Comparing Rwanda and Darfur*
  2. *Genocide in Rwanda, case and review*
  3. *Complexity of aid in Rwanda*
- Case presentation 7: “USAID Rwanda Mission”  
Companion case to be assigned.
- 14 & 15. 4/28 and 5/5—**Review. Selective review of salient themes in the course. Review of comparative method.**  
Cox text, Chapter 13.  
Assigned readings from UNM Learn:
1. Holzer on *comparative performance measurement*
  2. *Public administration regimes in comparative perspective*
  3. Additional readings on comparative ethics and comparative method to be assigned.

**All final written assignments are due no later than the beginning of the May 5<sup>th</sup> class period.**

*Dr. Rivera reserves the option of scheduling an additional class session for May 12, during exam week, consistent with University policy, if that is necessary to complete coverage of course material.*