

**Governance and Policy Processes
PUBP 502**

Tuesdays, 7:20 – 10:00 PM

Purpose of Course

The purpose of the course is to take a broad view of governance in a U.S., comparative, and international context. First, democratic governance in the U.S. is examined and compared with other modern democracies. Second, focusing on the U.S. as a case study, important changes in the execution of public policy are examined as increasing portions of public policy in democratic, market-based nations are carried out by private sector and non-profit organizations. Third, the course will undertake the comparative analysis of political and governmental systems, including the development of the European Union. It will then take up the persistence of the nation state in the context of globalizing trends along with the governance of international organizations and their impact on the nation state.

Objectives

Upon completion of this course, students will be able to identify and assess the impact of a variety of governmental structures, be familiar with contemporary issues of governance, understand the varieties and implications of intersector competition, be aware of the changing dynamics of national and sub-governance, and be conversant with the international dimensions of governance.

Required texts

- John Kindgon, *America the Unusual* (CA: Wadsworth/Thompson Publishing, 1999)
William Gormley and Steven Balla, *Bureaucracy and Democracy* (Washington: CQ Press, 2004)
Elliott D. Scarlar, *You Don't Always Get What You Pay For: The Economics of Privatization* (Ithaca New York: Cornell University Press, 2000)
Gabriel Almond, et al, *Comparative Politics*, 4th Edition (NY: Longman, 2004)
Francis Fukuyama, *State Building: Governance and World Order in the 21st Century* (Ithaca, NY: Cornell University Press, 2004)
Fareed Zakharia, *The Future of Freedom, Illiberal Democracy at Home and Abroad* (NY: Norton, 2003)

In addition, a number of articles will be assigned, as announced in class.

The standard source of citation style used by the School of Public Policy is:

Hacker, Diana, *A Pocket Manual of Style*, 3rd Ed (NY: Bedford-St Martins, 2000)

The citation style required in this course is explained at the end of this syllabus.

Class Format

The course will be conducted as a seminar rather than a lecture format. Therefore, it is important that students read each week's assignments prior to arriving at class in order to be prepared for class discussions. Active class participation is mandatory. Professionals in public policy must be able to speak effectively in small groups as well as being able to make presentations of their work to an audience. The classroom environment will provide students an opportunity to develop these skills. Students will be required to orally summarize the material that will be due each week and participate in discussions about the material. In addition, research and writing skills are essential to the public policy professional. The term paper that will be assigned during the course will provide students with the opportunity to further their ability to prepare written reports.

Course Evaluation

Midterm Quiz	20%
Paper Number 1 Memorandum	15%
Oral presentation of Memorandum	10%
Class participation	15%
Paper Number 2 Policy Analysis	40%

For purposes of this course, the grades of **A** or **A-** are reserved for sustained excellence and outstanding performance on all aspects of the course. The grades of **B** and **B+** are used to denote mastery of the material and very good performance on all aspects of the course. The grade of **B-** denotes marginal quality work that is not quite up to graduate student level standards. The grade of **C** denotes work that may be adequate for undergraduate performance, it is not acceptable at the graduate level. The grade of **F** denotes the failure to perform adequately on course assignments.

Attendance is required and will be taken into account in evaluation of the student's performance. While it is possible that the requirements of full time jobs may occasionally conflict with class times, missing more than two class sessions will make it virtually impossible to earn a grade better than B for the course. Missing more than three sessions will make a grade of C likely.

Even if you do not regularly use your GMU e-mail account, be sure to open it and place a forwarding address to the account that you regularly use so that you can get GMU, SPP, and class announcements. Also be sure to empty your account occasionally, because if

you do not and it exceeds the limit, you will not receive incoming e-mail until you have cleared the space.

Written Assignments

Each of your written assignments must be submitted in hard copy, but an electronic copy must be submitted in addition so that it can be checked through the School's data base service that surveys published and non-published papers, articles, and books for possible plagiarism. Papers may be stapled or placed in plastic covers. All papers must be in at least 12-point font, double-spaced, and on standard 8.5 x 11 inch paper.

Paper No. 1: Policy Memorandum

Chose a policy at the federal, state, or local level in the United States and analyze the question of whether it should be implemented by a private (business or non-profit) or public organization. The policy you chose may be currently implemented in the public or private sector; you may recommend a change in policy or argue for the status quo. You may use popular newspapers or periodicals for the source or your case, or you may use scholarly literature, but you must use concepts from the scholarly literature to analyze the case (textbooks used in this course are sufficient for this paper). In all cases be sure to cite your sources.

Address your memorandum to an appropriate official in the legislative or executive branch of government (federal, state, or local). Your position is that of a staff analyst and your purpose is to advise your superior on the merits of the arguments and advisability of contracting out the good or serviced in question. Be sure that you cover both sides of the argument so that your superior will not be blindsided in a public debate over the issue. You may merely present the pros and cons of public or private provision of the product or service, or you may make a recommendation to your superior.

The difference between this and an actual memorandum is that you will cite the sources you have used in analyzing your choice of policy. You can use the course texts as background and as the basis for your analysis, but you cannot use a case directly from a course text. Be sure to cite the sources for the information you use. You must cite at least five scholarly sources (aside from newspapers) for your paper (two of which may be texts included in the course list).

Memorandum No. 1 will be approximately 750 words, roughly three double spaced pages, not including citations. Citations must be in Chicago Style (Turabian).

Paper No. 2: Research Paper in Comparative Public Policy Analysis

Choose one public policy area in the United States whose implementation differs from a similar policy area in another country, for instance, education, health, transportation, drug regulation, military conscription, etc. Briefly explain the public policy basis (e.g. law or

origin) of the policy in each country, but your primary focus will be to explain why the two countries deal with the same policy in different ways.

You must use the concepts and ideas from this course, as well as any others that are useful. **You must cite at least three texts from this course. At a minimum, you must also use and cite five different scholarly sources, such as articles from scholarly journals and/or books.** Using merely the minimum number of references is not the most effective way to earn an A. The popular press, newspapers and magazines are fine to use; but they are not scholarly sources. You are welcome to use the internet, but be aware of the nature of the site you are using. It may contain scholarly sources with full citations, which are fine to use. Be sure you cite all of the internet sources you use, including who sponsors the site, author of the information if available, date accessed, and full URL. The paper cannot exceed seven pages in length (not including citations).

A one page proposal for paper No. 2 is due in class on 20 February.

Outline of the Course

1. 23 January: Introduction to the course and overview.
2. 30 January: The United States Constitutional Structure

Assignment:

The Constitution of the United States

James Madison, *Federalist Number 10*

James Madison, *Federalist Number 52*

{Note: the Constitution and the Federalist Papers are easily found on the internet. Use Google or another search engine and you will find them.}

John P. Roche, "The Founding Fathers: A Reform Caucus in Action" (*American Political Science Review*, 1961) {course web site}

Martin Diamond, "Democracy and *The Federalist*: A Reconsideration of the Framers Intent" (*American Political Science Review*, 1959)

{course web site}

{the Roche and Diamond articles can also be found in the GMU Library's JSTOR data base}

James Pfiffner, "The Paradox of Government Power", in Moorhead Kennedy, et al, *The Moral Authority of Government* (New Brunswick, NJ: Transaction Publishers, 2000), pp. 183-188

{course website}

3. 6 February: American Exceptionalism

Assignment:

John Kingdom, *America the Unusual*, Chapters 1-5 (entire book)

4. 13 February: Bureaucracy, Internal Dimensions

Assignment:

William Gormley and Steven Balla, *Bureaucracy and Democracy*,
Chapters 1-3, pp. 1-81
James Pfiffner, “The Traditional Public Administration vs The New Public
Management: Accountability vs Efficiency” {course web site}

5. 20 February: Bureaucracy, External Dimensions

Assignment:

William Gormley and Steven Balla, *Bureaucracy and Democracy*
Chapters 4-7, pp 82-183
James Pfiffner, “The National Performance Review in Perspective”

Proposals for Memorandum No. 2 due

6. 27 February: Governing Markets: neo-classical economics and the standard market model

Assignment:

Elliott D. Scalar, *You Don't Always Get What You Pay For: The
Economics of Privatization*, Chapters 1-4, pp. 1-93
Pfiffner, “Government Legitimacy and the Role of the Civil Service”, in
James P. Pfiffner and Douglas A. Brook, eds, *The Future of Merit
Twenty Years After the Civil Service Reform Act* (Washington:
Woodrow Wilson Press, 2000), pp. 15-38 {course web site}

7. 6 March: Markets and Government: state and local cases and federalism issues

Assignment:

Elliott D. Scalar, *You Don't Always Get What You Pay For: The
Economics of Privatization*, Chapters 5-7, pp. 94-168.
James Pfiffner, “The Public Service Ethic in the New Public Personnel
Systems”, *Public Personnel Management*, Vol. 28, No. 4 (Winter,
1999), pp. 541-555 {course web site}

13 March – No class, Spring Break

8. 20 March: Comparative Government: Inputs to Governments

Assignment:

Gabriel Almond, et al, *Comparative Politics*, Chapters 1-3, pp. 1-77

Policy Memorandum No. 1 due in class

9. 27 March: Regional governance in the National Capital Area:
Guest speaker: To be determined (local official)

Assignment: Pfiffner, "Federalism and the Devolution of Social Policy in the United States" {course web site}

In class oral presentations begin

10. 3 April: The case of the European Union: Guest speaker (tentatively Dr. F. Stephen Larrabee, RAND Corporation)

Assignment:

Desmond Dinan, "Reconstituting Europe" {course web site}

In class presentations continue

11. 10 April: Comparative Government: Systems and Structures

Assignment:

Almond, et al, *Comparative Politics*, Chapters 4-6, pp. 78-163

12. 17 April: Comparative Government: Governmental Outputs – Public Policy

Assignment:

Fukuyama, *State Building*, entire book, pp. 1-121

13. 24 April: International Organizations

Assignment:

Almond, *Comparative Politics*, Chapter 7, pp. 164-195

Ngaire Woods, "Good Governance in International Organizations",
Global Governance (Jan-Mar, 1999), Vol. 5, No. 1, pg. 39

Thorsten Benner, et al, "Global Public Policy Networks", *The Brookings Review* (Spring 2003), Vol. 21, No. 2, pp. 18

14. 1 May: Globalization and the Nation State

Assignment:

Fareed Zakharia, *The Future of Freedom, Illiberal Democracy at Home and Abroad* (entire book)

Policy Memorandum No. 2 due in class

Analytical Writing

For purposes of scholarly writing it is important to write analytically. Analytic writing is more than merely describing what others have said or describing institutions of government or public policy making (though description is often an essential aspect of analysis). Analysis involves more. In analysis you are asking and answering questions about the causes and consequences of whatever you are examining. You are seeking explanations for behavior. You are developing categories and frameworks that will help us understand political behavior and generalize insights from one case to other cases.

Ask the question: Of what is this an instance? When analyzing scholarly writing: Engage different ideas. Show how they differ and where they agree. Compare and contrast. Contrast different methods of understanding a phenomenon. What different types of evidence are adduced to make a point? Contrast different perspectives or approaches to a topic. Judge whether the reasoning is valid. Does the author's evidence support the conclusion of the article?

In Writing an Essay, remember: The introduction should say what the paper is about and how you will approach the topic. The paper should address one central question and have a thesis. The paper should be organized logically, with an evident structure. The reader should be told how each part of the paper is related to the other parts. Use subheadings to label different sections. Outline your paper after it is written to see if it flows logically. Proofread your paper for spelling and syntax. Be sure to cite all of your sources and use quotation marks when you use another's words. Plagiarism is using another's words or ideas without giving proper credit. Plagiarism is a major scholarly sin; it is unethical, dishonest, and deceptive, and it has ended some people's careers. It can easily be avoided by giving credit where credit is due.

Hints

The singular possessive is formed by adding an 's (e.g. one president's term was cut short), the plural by s' (e.g. both presidents' terms were cut short). The possessive for it is its: its = possessive, it's = it is. If you cannot remember the rule for its, do not use an apostrophe and you will be correct. (That is, use "it is" rather than a contraction and its for the possessive.) Lead is in your pencil, but led is the past tense of the verb to lead. Effect is a noun and affect is a verb, almost always - if you do not know the exceptions, do not violate this rule of thumb. Cite is short for citation, site is a place (or web

location), sight refers to eyes. Horses have reins, monarchs reign over countries, rain falls from the sky: e.g. The Queen reigns; the Prime Minister holds the reins of power in Parliament. In London it rains often.

From William Strunk and E.B. White's classic, *The Elements of Style* (NY: Macmillan, 1979).

“Place a comma before a conjunction introducing an independent clause.”

“Do not join independent clauses by a comma” (use a semicolon or a period).

“Omit needless words.”

“Make the paragraph the unit of composition.”

“Revise and rewrite.”

Citations for Research Papers

The purposes of scholarly citations are several:

- 1) To show the source for a direct quote or fact not commonly known.
- 2) To give credit for an idea to the author of a work
- 3) To show the reader that you are familiar with other scholarship on your topic or to indicate where further information or analysis can be found.
- 4) You may also use endnotes to explain something in the text or comment on the source. The intention is to give the reader enough information to find the source you are using so that he or she can see if you have quoted it correctly, interpreted it soundly, done justice to the author cited, or do further research on the topic in question themselves.

Format: use the standard Chicago Manual of Style format, also known as “Turabian.” (Chicago: University of Chicago Press, 1982), or most recent edition.

Books: author, title (place of publication: publisher, date), page number(s). [Titles of books should be in italics or underlined.] Example:

1. John Kingdon, *Agendas, Alternatives, and Public Policies*, 2nd ed. (New York: HarperCollins, 1995). After the first full citation, you may use a shortened version: e.g.

2. Kingdon, *Agendas, Alternatives, and Public Policies*, page number(s).

Articles: author, title, name of journal (volume, number), page number(s). [Titles of articles should be enclosed in quotation marks, names of journals underlined or in italics.] Example:

1. Theodore J. Lowi, “The State in Political Science: How We Become What We Study,” *American Political Science Review* Vol. 86, No. 1 (1992), pp. 1-7.

After first full citation, you may use a shortened version:

2. Lowi, "The State in Political Science," p. 3.

Chapters in edited Books: author of chapter (or article), title of chapter, "in" editor of book, title of book (place and date of publication), page numbers. Example:

Hugh Heclo, "The Changing Presidential Office," in James P. Pfiffner, ed. *The Managerial Presidency* (College Station, TX: Texas A&M University Press, 1999), pp. 23-36

Web Site Citations: In addition to author, title, etc, include the following information: Who put up the site, full URL, date of access.

Number endnotes consecutively for the whole paper, with each note referring to the number in the text with the number in superscript or parentheses. Endnote numbers should be placed at the end of the sentence containing the information being cited. A bibliography of all the sources used in the paper along with other useful sources may be useful or required.

Plagiarism: All work must be your own. Inappropriate use of the work of others without attribution is plagiarism. Whenever you use someone else's ideas, cite the source. If you use someone else's words, put them in quotation marks and cite the source. George Mason's Honor Code provides that plagiarism is punishable by expulsion from the University. All papers must be available in digital format so that they can be checked against databases of published and other material available on the web. [See: <http://www.gmu.edu/facstaff/handbook/ad.html>] Plagiarism in any part of any assignment may result in failure for the assignment, failure for the course, or dismissal from the program.

If you are a student with a disability and you need academic accommodations, please see me and contact the Disability Resource Center (DRC) at 993-2474. All academic accommodations must be arranged through the DRC.

Office Hours: 5:30 – 6:30 PM, Tuesdays, in Room 201, Arlington Campus