

School of Government
School of History, Philosophy, Political Science and International
Relations

PUBL206 / POLS238
POWER AND BUREAUCRACY

Trimester Two 2010

COURSE OUTLINE

Names and Contact Details

Course Co-ordinator: Dr Michael Vincent McGinnis, Senior Lecturer
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Administrator: Mara Robertson
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Trimester Dates

Teaching Period: Monday 12th July – Friday 15th October 2010

Study Period: Monday 18th October – Thursday 21st October 2010

Examination Period: Friday 22nd October – Saturday 13th November 2010 (inclusive)

Class Times and Room Numbers

Lectures:	Monday and Thursday	3.10pm – 4.00pm	HM LT002
Tutorials:	Monday	2.10pm – 3.00pm	KK 204
	Monday	4.10pm – 5.00pm	KK 204
	Thursday	2.10pm – 3.00pm	MY 107
	Thursday	4.10pm – 5.00pm	MY 103

Tutorials begin the second week of the trimester (week of 19 July) and will continue, except for mid-trimester breaks, until the last teaching week of the trimester (week of 11 October).

Withdrawal from Courses:

Your fees will be refunded if you withdraw from this course on or before **23 July 2010**.

The last date for withdrawal from this course is the three-quarter point of the teaching period, i.e. **Friday 24 September**. After that date, permission to withdraw requires the permission of the Associate Dean (Students) as set out in section 8 of the Personal Courses of Study Statute: <http://policy.vuw.ac.nz/Amphora!~policy.vuw.ac.nz~POLICY~000000001743.pdf>

To apply for permission, fill in the Late Withdrawal form available from either of our Student Customer Service Desks.

Course Content

The paper aims to develop students' critical appreciation of the organisation context of modern governmental management and administration, with particular reference to the exercise of public power by three (broadly defined) groups of officials – bureaucrats, technocrats, and professionals. A principal focus will be the political and moral dimensions of administrative action, and the dehumanising impact of the organisational context on the ways officials think and act.

Course Learning Objectives

By the end of this course, students should be able to:		Major Attributes
1	Identify the foundations of bureaucratic and professional knowledge and power.	MA 2
2	Critically examine various approaches to 'overcoming bureaucracy' and to 'humanizing' large governmental agencies.	MA 2
3	Explain bureaucracy's capacity to facilitate morally outrageous acts carried out by 'ordinary' people.	MA 12
4	Explain the central ideas in Max Weber's concept of 'rationalization' as it related to the historical development of Western civilisation', and important differences between Weber and Karl Marx in their interpretation of modern industrial society.	MA 2
5	Summarise the central features of modern bureaucratic organisation.	MA 2
6	Identify important commonalities and differences among concepts of bureaucracy, technocracy, and professionalism in modern governmental systems.	MA 2
7	Explain the principal dynamics of 'bureaucratic politics'.	MA 2, MA 4
8	Contrast traditional bureaucratic forms with contemporary approaches to organising governance for the delivery of public goods and services.	MA 4
9	Compare and contrast the different approaches adopted by public choice theory and 'traditional public administration' in interpreting the behaviour of public officials.	MA 5
10	Explain the important differences between the concept of accountability, on the one hand, and responsibility, on the other, in relation to the behaviour of public officials.	MA 12

Major Attributes: PUBL majors will be able to	
MA1	Judge the defining features of good policy analysis and advice and appraise how they are best produced
MA2	Demonstrate an understanding of the influence of political ideas and philosophies, and of constitutional and political institutions on public policy
MA3	Demonstrate an understanding of the contribution of quantitative and qualitative methods in policy analysis
MA4	Identify the nature and respective roles of state and civil society in the development, implementation and evaluation of public policy, and demonstrate an understanding of the distinction between government and governance
MA5	Appraise different disciplinary contributions to the development, implementation and evaluation of public policy
MA6	Judge the relevance and importance of evidence in policymaking
MA7	Apply the comparative method to policy analysis, and identify insights that might be drawn from other policy jurisdictions
MA8	Judge and articulate the relevant criteria that might be used in assessing the advantages and disadvantages of particular policy options
MA9	Analyse complex policy issues from multiple perspectives and identify opportunities for innovation
MA10	Express ideas succinctly and persuasively both in written form and orally
MA11	Construct and articulate rationales for public policy intervention
MA12	Demonstrate an understanding of the significance of ethics and accountability in the study and practice of public policy
MA13	Interpret the significance of the Treaty of Waitangi (Te Tiriti o Waitangi) in the study and practice of public policy in New Zealand

Course Delivery

The course will be delivered through two 1 hour lectures and one 1 hour tutorial per week. An 80% attendance rate at tutorials is mandatory. See the Mandatory Course Requirements section on p. 10 of the Course Outline.

Each student will be formally allocated to one tutorial, and will be expected to attend that tutorial. However, occasionally they may attend one of the other tutorials if they wish. All students are expected to prepare for the tutorials by reading at least TWO of the specified items for the particular tutorial, and by thinking about the material presented in lectures.

The two weekly lectures will generally coincide with this tutorial schedule, remembering that tutorials will usually be covering the previous week's lectures.

Expected Workload

The paper represents one sixth of a normal full-time, yearly load. The assessment provisions for this 200-level course require students to spend approximately (and no less than) **ten** hours per week on paper-related work, in **addition to** the four hours of class attendance.

Students' success will depend on their willingness to read and reflect on the readings specified, to prepare themselves for tutorial discussions, **and** to assimilate the material presented in lectures. There will always be scope for discussion during lectures, which are not to be regarded

merely as a one-way note-taking exercise. Any student who is unable to attend lectures regularly should advise the Course Co-ordinator.

Readings

The following are the primary textbooks for this course. In addition web links or PDF files of required readings are noted below in the course outline. Student notes are distributed *via* Blackboard.

- Hummel, R P (2007) *The Bureaucratic Experience* (5th edn.). (Armonk, NY: M. E. Sharpe).
- Wilson, J Q (1989) *Bureaucracy: What Government Agencies Do and Why They Do It* (Basic Books).
- Ferguson, K (1985) *The Feminist Case Against Bureaucracy* (Temple University Press).

Chapters from Hummel, Wilson, and Ferguson are listed below as *Required Readings* in the Course Content section. Additional readings are also listed below.

Course Content

“The 20th Century might be characterized as the high tide of modern power when the dominant state systems of the world perfected, and then exhausted, the Hobbesian vision of massive power. Its embodiment was the administrative or bureaucratic state; its instrument was the government regulation.”

– Sheldon Wolin, *Politics and Vision: Continuity and Innovation in Western Political Thought*, p. xvii

“Violence is primordial.” – Max Weber

WEEKS 1-2: 12, 15, 19 and 22 July

The historical development of bureaucratic authority: understanding the establishment of the “mechanical sensibility” (from Aristotle to the Scientific Revolution)

Central features of the bureaucratic rationalization:

Required Readings:

Wilson, Chapter 1.

Hummel, Intro, Chapter 1.

From Gerth, H. H. and C. Wright Mills. "Introduction: The Man and His Work." In Gerth and Mills, eds. *From Max Weber: Essays in Sociology*. New York: Oxford University Press, 1958: 59. ([see PDF file](#))

Max Weber, *The Protestant Ethic and the Spirit of Capitalism* (1905).

<http://www.sparknotes.com/philosophy/protestantethic/section3.rhtml>

Recommended: Wolin, S. Politics and Vision: Continuity and Innovation in Western Political Thought, Expanded Ed. (1960; Princeton University Press, 2004). Chapter 10: The Age of Organization and the Sublimation of Politics.

Note, the link below does not include the entire text, but provides a sample of the material covered by Wolin:

http://books.google.co.nz/books?id=CDoKcmp060MC&printsec=frontcover&dq=Politics+and+Vision:+Continuity+and+Innovation+in+Western+Political+Thought&source=bl&ots=ODgPOnDb48&sig=eIzW3E4W6MUUsnyfRoWyqz-Rea4&hl=en&ei=jLfUS_SFGoW4swPD5eHJCQ&sa=X&oi=book_result&ct=result&resnum=3&ved=0CBQQ6AEwAg#v=onepage&q&f=false

WEEK 3: 26, 29 July

Bureaucracy and Governance: Toward a Science of Administration

Required Readings:

Wilson, Chapters 2-5.

Wilson, Woodrow. 1886. *The Study of Administration*.

<http://teachingamericanhistory.org/library/index.asp?document=465>

Taylor, F.W. 1911. *The Principles of Scientific Management*.

<http://www.eldritchpress.org/fwt/t1.html>

BBC Radio. Mind changers: The Hawthorne Effect.

http://www.bbc.co.uk/iplayer/episode/b00lv0wx/Mind_Changers_Series_4_The_Hawthorne_Effect/

WEEK 4: 2, 5 August

Conflicting Models of Organizational Dynamics (Decision-making, Rationality, and Market Efficiency Values)

Required Readings:

Lindblom, C.E. 1959. The Science of "Muddling Through", *Public Administration Review*, Vol. 19, No. 2. (Spring, 1959), pp. 79-88. (see PDF file)

Wildavsky, A. 1966. The Political Economy of Efficiency: Cost-Benefit Analysis, Systems Analysis, and Program Budgeting, *Public Administration Review*, Vol. 26, No. 4 (Dec., 1966), pp. 292-310. (see PDF file)

Allison, G.T. 1969. Conceptual Models and the Cuban Missile Crisis (see PDF file)

Recommended: Anderson, C.W. 1979. The Place of Principles in Policy Analysis, *The American Political Science Review*, Vol. 73, No. 3: 711-723.

WEEK 5: 9, 12 August

Democratic Society & Bureaucracy: Reconciling and Irreconcilable?

Required Readings:

Hummel: Chapter 2

Gaus, J.M. 1950. Trends in the Theory of Public Administration, *Public Administration Review*, Vol. 10, No. 3 (Summer, 1950), pp. 161-168. (see PDF file)

Finer, H. Administrative Responsibility in Democratic Government, *Public Administration Review*, Vol. 1, No. 4 (Summer, 1941), pp. 335-350. (see PDF file)

Recommended: Meier, K.J. 2007. The Public Administration of Politics, or What Political Science Could Learn from Public Administration, *Journal: PS: Political Science and Politics*. (see PDF file)

Recommended: Coleman, S. et al. 1998. Bureaucracy as a Representative Institution, *American Journal of Political Science*, Vol. 42, No. 3 (Jul., 1998), pp. 717-744. (see PDF file)

WEEK 6: 16, 19 August

Movie – *The Trial* by Orson Wells

Required Readings:

Hummel, Chapters 3-4.

Recommended for Discussion (these books are not required, and the web links below are not complete):

Kafka's *The Trial*

http://books.google.co.nz/books?id=1ilYzkDvtu8C&pg=PR29&dq=the+trial,+f+kafka&hl=en&ei=oB_RS8udIYHUtgOvj43YCO&sa=X&oi=book_result&ct=book-thumbnail&resnum=1&ved=0CDYQ6wEwAA#v=onepage&q&f=false

See also, G. Orwell's *1984*

http://books.google.co.nz/books?id=yxv1LK5gyV4C&printsec=frontcover&dq=1984+george+orwell&hl=en&ei=MiDRS_fwGI6qtgO20ZzyCO&sa=X&oi=book_result&ct=book-thumbnail&resnum=1&ved=0CDkQ6wEwAA#v=onepage&q&f=false

MID TRIMESTER BREAK: 23 August to 5 September

WEEKS 7 - 8: 6, 9, 13, 16 September

Case Study: Bureaucracy and the Politics of Identity

Required Readings:

Ferguson, K (1985) *The Feminist Case Against Bureaucracy* (Temple University Press). Chapters 1-4. Most of the book is also available electronically at:

[http://books.google.co.nz/books?hl=en&lr=&id=sBtH2NO3IMwC&oi=fnd&pg=PR9&dq=%09Ferguson,+K+\(1985\)+The+Feminist+Case+Against+Bureaucracy+\(Temple+University+Press\).&ots=zy0Qpwn1tJ&sig=iiZR3gj8bjRBauObVkyxzUYtmGM#v=onepage&q&f=false](http://books.google.co.nz/books?hl=en&lr=&id=sBtH2NO3IMwC&oi=fnd&pg=PR9&dq=%09Ferguson,+K+(1985)+The+Feminist+Case+Against+Bureaucracy+(Temple+University+Press).&ots=zy0Qpwn1tJ&sig=iiZR3gj8bjRBauObVkyxzUYtmGM#v=onepage&q&f=false)

Agrawal, A. 2009. Why "indigenous" knowledge? *Journal of the Royal Society of New Zealand: Volume 39, Number 4*. (see PDF file)

Rotarangi, S. and D. Russell. 2009. Social-ecological resilience thinking: can indigenous culture guide environmental management? *Journal of the Royal Society of New Zealand: Volume 39, Number 4*. (see PDF file)

Recommended: Waterman, R.W. et al. 1998. The Venues of Influence: A New Theory of Political Control of the Bureaucracy, *Journal of Public Administration Research and Theory* Vol. 8, No. 1 (Jan., 1998), pp. 13-38. (see PDF file)

Recommended: Meier, K.J. et al. 1999. Representative Bureaucracy and Distributional Equity: Addressing the Hard Question. *The Journal of Politics*, Vol. 61, No. 4 (Nov., 1999), pp. 1025-1039. ([see PDF file](#))

WEEKS 9 - 10: 20, 23, 27, and 30 September

Case Study: Ways of Knowing and the Need for Change

Required Readings:

Hummel, Chapters 5-6

Rappaport, R.A. 1977. Maladaptation in social systems, In: Friedman J. & Rowlands, M. (eds). *The evolution of social systems*. London: Duckworth, 49-71.

<http://habitat.aq.upm.es/b/n37/arrap.en.html>

McGinnis, 1994. Myth, Nature, and the Bureaucratic Experience, *Environmental Ethics* 16, 4: 425-436 ([see PDF file](#))

Williams, J. (Ngāi Tahu). 2009. "O ye of little faith": traditional knowledge and Western science. *Journal of the Royal Society of New Zealand: Volume 39, Number 4, December, 2009* 167–169 ([see PDF file](#))

Berkes, F. 2009. Indigenous ways of knowing and the study of environmental change. *Journal of the Royal Society of New Zealand: Volume 39, 151–156* ([see PDF file](#))

WEEK 11: 4, 7 October

The future of bureaucracy: Civic duty, organizational accountability, and collective responsibility

Required Readings:

Hummel, Chapter 7

Wilson, Chapter 20

WEEK 12: 11, 14 October

Preparation for Finals – This week's lectures and tutorials will focus on a summary of the course materials, and will emphasize class discussion about the major themes and topics of the course.

USEFUL RESOURCES

Books

- Carpenter, Daniel P. 2001. *The Forging of Bureaucratic Autonomy*. Princeton University Press.
- Cook, Brian J. 1996. *Bureaucracy and Self Government*. Baltimore: Johns Hopkins University Press.
- Frederickson, H. George and Kevin B. Smith. *The Public Administration Theory Primer*. Boulder CO: Westview Press.
- Selden, Sally. 1997. *The Promise of Representative Bureaucracy*. Armonk NY: ME Sharpe.
- Stivers, Camilla. 2003. *Gender Issues in Public Administration*. Second Edition. Thousand Oaks, CA: Sage.
- Terry, Larry D. 2003. *Leadership of Public Bureaucracies*. Armonk, NY: ME Sharpe.

Some classic books that would be good reading

- Aberbach, Joel D., Robert Putnam, and Bert A. Rockman. 1981. *Bureaucrats and Politicians in Western Democracies*. Cambridge: Harvard.
- Allison, Graham. 1971. *Essence of Decision*. Boston: Little, Brown.
- Appleby, Paul. 1952. *Morality and Administration in Democratic Government*. Baton Rouge: Louisiana State University Press.
- Appleby, Paul. 1949. *Policy and Administration*. Tuscaloosa: University of Alabama Press.
- Goodnow, Frank J. 1900. *Politics and Administration*. New York: Macmillan.
- Goodsell, Charles T. 1983. *The Case for Bureaucracy*. Chatham, N.J.: Chatham House.
- Heclo, Hugh. 1977. *Government of Strangers*. Washington, D.C.: The Brookings Institution.
- Jones, Bryan D. 1985. *Governing Buildings and Building Government*. Tuscaloosa: University of Alabama Press.
- Kaufman, Herbert. 1985. *Time, Chance, and Organizations*. Chatham, N.J.: Chatham House.
- Lipsky, Michael. 1980. *Street Level Bureaucracy*. New York: Russell Sage Foundation.
- Lowi, Theodore. 1969. *The End of Liberalism*. New York: Norton.
- Mosher, Frederick C. 1982. *Democracy and the Public Service*. New York: Oxford University Press.
- Redford, Emmette S. 1969. *Democracy in the Administrative State*. New York: Oxford University Press.
- Rourke, Francis E. 1984. *Bureaucracy, Politics, and Public Policy*, 3rd ed. Boston: Little, Brown.
- Seidman, Harold. 1998. *Politics, Position, and Power*. 5th ed. New York: Oxford University Press.
- Simon, Herbert A. 1947. *Administrative Behavior*. New York: The Free Press.
- Simon, Herbert A., Donald W. Smithburg, and Victor A. Thompson. 1961. *Public Administration*. New York: Alfred Knopf.
- Skowronek, Stephen. 1982. *Building a New American State*. New York: Cambridge University Press.
- Waldo, Dwight. 1971. *Public Administration in a Time of Turbulence*. Scranton, Pa.: Chandler Publications.
- Waldo, Dwight. 1947. *The Administrative State*. New York: Ronald Press.

Assessment Requirements

ASSIGNMENT	DUE DATE	WEIGHT
1st Essay (2,000 words) (all course objectives)	Thursday 12 August 5pm	25%
2nd Essay (2,000 words) (all course objectives)	Monday 13 September 5pm	25%
Final exam (all course objectives)	Check schedule	50%

The two essays count for a total of 50% of the final mark (25% each), so students will need to commit substantial time and effort to preparation and presentation. The following points should be noted:

- (1) A good essay is a 'think piece': a paper that shows genuine willingness and ability to interpret and examine the topic. You should strive to develop your own argument, based on the relevant readings, lectures and tutorials.
- (2) Care should be taken with presentation, i.e. full attention should be paid to neat lay-out, correct spelling, punctuation, and grammar, etc., and footnotes and bibliography should be accurate and complete.
- (3) Be very careful not to lay yourself open to charges of plagiarism (see p. 11 in the Course Outline). Ensure that all use of other people's material is fully and properly acknowledged.

Essay One (about 2,000 words)

Due 5pm on 12 August

Please answer one of the following questions:

1. What are the primary factors that have contributed to the dehumanizing effects of modern bureaucratic organization and authority? Give some examples to illustrate your arguments.
2. Give your own interpretation of what you think Max Weber meant in speaking of either (a) the 'disenchantment of the world', or (b) 'the iron cage'.
3. What is the source and nature of the 'bureaucratic paradox', and how does it manifest itself in the way bureaucratic organizations operate? Give some examples to illustrate your arguments.
4. What are the main foundations of professional power in modern society, and why are these foundations sometimes highly problematic? Give examples to illustrate your arguments.

Essay Two (about 2,000 words)

Due 5pm on 13 September

Please answer one of the following questions:

1. What are some problems with bureaucratic organization with respect to learning, and the importance of cultural adaptation? How can we create a form of social organization that can learn, respond, and adapt?
2. We live in heterogeneous societies. What are some problems with respect to bureaucratic organization, language and culture with respect to gender, race and social identity?
3. The challenge of achieving justice and equity in a bureaucratic society is one theme of Kafka's *The Trial*. What are some of the major issues K. faces and how is *The Trial* a reflection of the primary argument made by Hummel?

Essays should be placed in the secure box at School of Government reception (8th floor Rutherford House) during the office hours, which are 8.30am – 5.00pm. The assignment box is cleared daily, and assignments will be date stamped. Students should keep a secure copy of all assignments (i.e. hard copy and e-file).

Extensions for essays may only be granted to those who meet the University's aegrotat rules, viz. medical certificate or personal bereavement, or critical personal circumstances involving the health of a close relative, or exceptional circumstances beyond the student's control.

Note: Your assessed work may also be used for quality assurance purposes, such as to assess the level of achievement of learning objectives as required for accreditation and audit purposes. The findings may be used to inform changes aimed at improving the quality of FCA programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.

Final Examination (counting for 50% of the final mark)

The registry-conducted, three-hour exam will cover the whole course. Students should consult the final examination timetable, available later in the term on the University website.

Students who enrol in courses with examinations are obliged to attend an examination at the University at any time during the formal examination period.

The final examination for this course will be scheduled at some time during the period - **Friday 22nd October – Saturday 13th November 2010 (inclusive)**.

Penalties

Essays not handed in by the due date or by the date of extension will have a mark out of 100 reduced by 5% for each late day. Essays handed in more than 5 days after the due date, or after the date of extension, will not normally be accepted.

Mandatory Course Requirements

Students must:

- (a) complete the two essay assignments specified above;
- (b) attend at least **80%** of the weekly tutorials (one per week);
- (c) sit the final examination.

Students who fail to satisfy the mandatory requirements for passing this course, other than the requirement to obtain a C grade overall, will not receive a graded result, and their records will show a “K” (fail due to not satisfying mandatory course requirements, even though the student’s course requirements reached the level specified for a pass).

To pass PUBL206/POLS238 a student must meet the mandatory requirements and achieve at least a total of 50% over all the assessment.

Class Representative

A class representative will be elected in the first class, and that person’s name and contact details will be available to VUWSA, the course coordinator, and the class. The class representative provides a communication channel to liaise with the course coordinator on behalf of the students.

Academic Integrity, Plagiarism, and the use of Turnitin

Plagiarism is presenting someone else’s work as if it were your own, whether you mean to or not.

‘Someone else’s work’ means anything that is not your own idea. Even if it is presented in your own style, you must still acknowledge your sources fully and appropriately. This includes:

- material from books, journals or any other printed source
- the work of other students or staff
- information from the Internet
- software programs and other electronic material
- designs and ideas
- the organisation or structuring of any such material.

Acknowledgement is required for *all* material in any work submitted for assessment unless it is a ‘fact’ that is well-known in the context (such as “Wellington is the capital of New Zealand”) or your own ideas in your own words. Everything else that derives from one of the sources above and ends up in your work – whether it is directly quoted, paraphrased, or put into a table or figure, needs to be acknowledged with a reference that is sufficient for your reader to locate the original source.

Plagiarism undermines academic integrity simply because it is a form of lying, stealing and mistreating others. Plagiarism involves stealing other people’s intellectual property and lying about whose work it is. This is why plagiarism is prohibited at Victoria.

If you are found guilty of plagiarism, you may be penalised under the Statute on Student Conduct. You should be aware of your obligations under the Statute, which can be downloaded from the policy website (www.victoria.ac.nz/home/about/policy/students.aspx). You could fail your course or even be suspended from the University.

Plagiarism is easy to detect. The University has systems in place to identify it.

Student work provided for assessment in this course may be checked for academic integrity by the electronic search engine <http://www.turnitin.com>. Turnitin is an on-line plagiarism prevention tool which compares submitted work with a very large database of existing material. At the discretion of the Head of School, handwritten work may be copy-typed by the School and subject to checking by Turnitin. Turnitin will retain a copy of submitted materials on behalf of the University for detection of future plagiarism, but access to the full text of submissions will not be made available to any other party.

There is guidance available to students on how to avoid plagiarism by way of sound study skills and the proper and consistent use of a recognised referencing system. This guidance may be found at the following website <http://www.victoria.ac.nz/home/study/plagiarism.aspx>

If in doubt seek the advice of your course coordinator.

Plagiarism is simply not worth the risk.

For the following important information follow the links provided:

Academic Integrity and Plagiarism

<http://www.victoria.ac.nz/home/study/plagiarism.aspx>

General University Policies and Statutes

<http://www.victoria.ac.nz/home/about/policy>

AVC (Academic) Website: information including: Conduct, Academic Grievances, Students with Impairments, Student Support

http://www.victoria.ac.nz/home/about_victoria/avcacademic/Publications.aspx

Faculty of Commerce and Administration Offices

<http://www.victoria.ac.nz/fca/studenthelp/>

Manaaki Pihipihinga Programme

http://www.victoria.ac.nz/st_services/mentoring/