

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

**PUBL206 / POLS238**  
**POWER AND BUREAUCRACY**

**Trimester Two - 2012**

**COURSE OUTLINE**

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**Names and Contact Details**

Course Co-ordinator: Adjunct Professor Bob Gregory  
Room: RH831  
Phone: 04 463 5082  
Email: Bob.Gregory@vuw.ac.nz

Administrator: Kerry Pert  
Room: Rutherford House Level 8, Room 821A  
Phone: 04 463 5453  
Email: Kerry.Pert@vuw.ac.nz

**Trimester Dates**

**Teaching Period:** Monday 16<sup>th</sup> July – Friday 19<sup>th</sup> October 2012

**Study Period:** Monday 22<sup>nd</sup> October – Thursday 25<sup>th</sup> October 2012 (Monday 22 October is a public holiday, Labour Day)

**Examination Period:** Friday 26<sup>th</sup> October – Saturday 17<sup>th</sup> November 2012 (inclusive)

**Class Times and Room Numbers**

*Lectures:*

Wednesday	3.10pm – 4.00pm	HULT 220
Friday	3.10pm – 4.00pm	HULT 220

*Tutorials:*

Wednesday	2.10 - 3.00pm	KK106
Wednesday	2.10 - 3.00pm	MY107
Friday	2.10 - 3.00pm	KP24/202
Friday	2.10 - 3.00pm	KP24/203

Tutorials begin the second week of the trimester (week of 23 July) and will continue, except for mid-trimester breaks, until the last teaching week of the trimester (week of 15 October).

## Withdrawal from Courses:

Your fees will be refunded if you withdraw from this course on or before **Friday 27 July 2012**.

The standard last date for withdrawal from this course is **Friday 28 September 2012**. After that date, students forced to withdraw by circumstances beyond their control must apply for permission on an '*Application for Associate Dean's Permission to Withdraw Late*' including supporting documentation.

This application form is available from either of the Faculty's Student Customer Service Desks.

## Course Content

The paper aims to develop students' critical appreciation of the organisational 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

<b>Major Attributes: PUBL majors will be able to</b>	
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. 16 below.

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 three 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. These and/or other reading items will also be placed on Blackboard.

- Hill, M (2009) *The Public Policy Process*, 5<sup>th</sup> edn., Longman. [The 4<sup>th</sup> edition, 2005, is virtually the same, and available in the VUW library.]
- Hummel, R P (2008) *The Bureaucratic Experience: The Post-Modern Challenge*, 5<sup>th</sup> edn., M. E. Sharpe.
- Wilson, J Q (1989) *Bureaucracy: What Government Agencies Do and Why They Do It*, Basic Books.
- In addition: see Ritzer, G (2008) *The McDonaldization of Society 5*, Los Angeles CA: Pine Forge Press.

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

## Assessment Requirements

ASSIGNMENT	DUE DATE	WEIGHT
1st Essay (2,000 words) (Course objectives 1-6)	Friday 24 August, 5pm	25%
2nd Essay (2,000 words) (Course objectives 7-10)	Wednesday 17 October, 5pm	25%
Final exam (all course objectives)	Check exam schedule	50%

## 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 (2004) *Politics and Vision: Continuity and Innovation in Western Political Thought*, Princeton University Press, p. xvii.

‘In such condition [the state of nature, without government], there is no place for industry; because the fruit thereof is uncertain: and consequently no culture of the earth; no navigation, nor use of the commodities that may be imported by sea; no commodious building; no instruments of moving, and removing, such things as require much force; no knowledge of the face of the earth; no account of time; no arts; no letters; no society; and which is worst of all, continual fear, and danger of violent death; *and the life of man, solitary, poor, nasty, brutish, and short*’.

– Thomas Hobbes, 1588-1679 (from *Leviathan*, emphasis added)..

‘The state is a human community that (successfully) claims the monopoly of the legitimate use of physical force within a given territory.’

– Max Weber, 1864-1920.

‘Nearly all men can stand adversity, but if you want to test a man’s character, give him power.’

– Abraham Lincoln, 1809 – 1865.

‘There is no truth as such. Truth is the product of power. Power is the product of knowledge. Knowledge is a product of disciplines set up by those in power.’

– R. P. Hummel (2008) *The Bureaucratic Experience: The Post-Modern Challenge*, 5<sup>th</sup> edn, M. E. Sharpe, p. 241.

‘Ivan Ilyich, not being the functionary in whose sphere the matter lay, would have nothing to do with him; but if the man had business that came within his official competence, something that could be committed to officially stamped paper, then within the limits of such official relations Ivan Ilyich would do everything he could, and in doing so would maintain the semblance of friendly human relations, that is, would observe the courtesies of social intercourse. But where official relations ended, so did every other form of human contact. This art of isolating the official part of his life from his real life, Ivan Ilyich possessed in the highest degree, and long practice combined with natural aptitude had developed it to such a pitch of perfection that at times in the manner of a virtuoso he would permit himself, in short, as it were, to intermingle his human and his official relations. He allowed himself to do this just because he felt that he could at any time he chose resume the purely official line and drop the human attitude. And Ivan Ilyich did it all not only smoothly, pleasantly and correctly but even artistically.’

– Leo Tolstoy (1960) ‘The Death of Ivan Ilyich’ in *The Death of Ivan Ilyich and Other Stories*, London: Penguin, p. 123.

<b>WEEKS 1-2: 18, 20, 25 and 27 July</b>
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- What are the differences among instrumental, substantive, conceptual, and formal rationality? Give examples.
- Why do technocrats like power but dislike politics?
- Why can it be argued that, 'If you want to survive as a bureaucrat, you will never forget that the prime relationship you engage in is that between you and your manager, not that between you and your client.'
- How does the bureaucratic paradox help explain New Zealand's state sector reforms of the 1980s and early 90s?
- What is bureaucratic 'goal displacement' — give examples; and why does it occur?

- Is 'goal displacement' a pathological form of bureaucratic behaviour that should be 'cured' in the interests of more rational management?
- Which one of Wilson's four types most typifies (i) the New Zealand Police, (ii) Child, Youth and Family; (iii) New Zealand Post?

### Readings:

Hummel, intro, chs 1 and 2.

Hill, chs 2, 3, 11.

Wilson, chs 1, 2, 3, and 9.

G. Boyne (2002) Public and Private Management: What's the Difference? *Journal of Management Studies*, 39, 1, pp. 97-122.

R. Gregory (1995) The Peculiar Tasks of Public Management: Toward Conceptual Discrimination, *Australian Journal of Public Administration*, 54, 2, pp. 171-183.

R. Gregory (1998) New Zealand as the 'New Atlantis': A Case Study in Technocracy, *Canberra Bulletin of Public Administration*, 90, December, pp. 107-112.

F. Fischer (1990) *Technocracy and the Politics of Expertise*, Sage, ch. 1 ('Technocracy and Expertise: The Basic Political Questions').

Christopher Patten on 'the rule of law' (see Blackboard).

A. Schick (1998) Why Most Developing Countries Should Not Try New Zealand Reforms, *The World Bank Research Observer*, 13, 1, pp. 123-131. [http://www.worldbank.org.cn/english/content/Allen\\_Schick1.pdf](http://www.worldbank.org.cn/english/content/Allen_Schick1.pdf)

### Recommended

H. Gerth and C. Mills (1974) 'Introduction: The Man and His Work', in Gerth and Mills, eds. *From Max Weber: Essays in Sociology*. New York: Oxford University Press.

H. Mintzberg (1996) 'Managing Government, Governing Management'.  
<http://www.bdp.org.ar/facultad/catedras/cp/tecadm/Mintzberg%20gerenciando.pdf>

M. Painter and Wai-Hang Lee (2010)  
<http://arp.sagepub.com/content/early/2010/08/18/0275074010380451.full.pdf+html>

F. W. Taylor (1911) *The Principles of Scientific Management*.  
<http://www.eldritchpress.org/fwt/t1.html>

S. Wolin (2004) *Politics and Vision: Continuity and Innovation in Western Political Thought*, Expanded Ed., Princeton University Press, chapter 10: The Age of Organisation 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=CDoKemp060MC&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](http://books.google.co.nz/books?id=CDoKemp060MC&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)

Who was he and what happened to him? The individual against the coercive power of the state - after the Tiananmen Square Massacre, Beijing, of 4 June 1989

<http://video.google.com/videoplay?docid=2300254722104314948#>

### WEEK 3: 1, 3 August

#### **Officially-constructed 'realities'; administrative order and rationality as a product of myths, symbols, beliefs, and language.**

- What is a 'paradigm', and how do the four paradigms of Burrell and Morgan assist us in providing alternative interpretations of bureaucratic power?
- What is meant by the phrase, 'the social construction of official realities'?
- Why is bureaucratic power in large part dependent on the use (or misuse) of language?
- How does counting create 'reality'?
- Why do official statistics often say as much if not more about the agencies that generate them than about the realities they purport to quantify?
- What is 'reification' in political language, and what are its effects?

#### **Readings:**

J. Best (2001) *Damned Lies and Statistics: Untangling the Numbers from the Media, Politicians and Activists*, University of California Press, ch. 1 ('The Importance of Social Statistics').

G. Burrell and G. Morgan (1979) *Sociological Paradigms and Organisational Analysis*, Heinemann, intro, chs. 1-3.

M. Edelman (1977) *Political Language: Words That Succeed and Policies That Fail*, Academic Press, 1977, ch. 4.

B. Fay (1975) *Social Theory and Political Practice*, Allen & Unwin, chs. 2-3.

The Open University, *Language and Social Reality*, 1973.

[http://en.wikipedia.org/wiki/Reification\\_\(fallacy\)](http://en.wikipedia.org/wiki/Reification_(fallacy))

### Recommended

BBC Radio. Mind changers: The Hawthorne Effect.

[http://www.bbc.co.uk/iplayer/episode/b00lv0wx/Mind\\_Changers\\_Series\\_4\\_The\\_Hawthorne\\_Effect/](http://www.bbc.co.uk/iplayer/episode/b00lv0wx/Mind_Changers_Series_4_The_Hawthorne_Effect/)

Ramos, A G (1981) *The New Science of Organisations*, ch. 5 ('Cognitive Politics: The Psychology of the Market-Centred Society').

D. A. Schön on the 'Rashomon Effect' (see Blackboard).

### WEEK 4: 8, 10 August

#### **The problematical nature of professionalism in government; the claim to knowledge, power, and autonomy.**

- What are the main elements in a claim to professional occupational status?
- Why is there often conflict between managerial control and professional independence?
- How important is the use of language in defining the scope of professional competence?
- Should there be more professionalism in government, or less?
- How valid is Thomas Szasz's critique of institutional psychiatry? What questions does it raise about the 'helping professions' in general?

#### **Readings:**

H. Byrkjeflot (2011) 'Healthcare States and Medical Professions: The Challenges from NPM', in T. Christensen and P. Laegreid (eds.) (2011) *The Ashgate Research Companion to New Public Management*, Ashgate Publishing Co.

R. Dworkin (2001) 'The Medicalization of Unhappiness', *The Public Interest*, Summer, 2001.

E. Ferlie and K. Geraghty (2005) 'Professionals in Public Service Organisations: Implications for Public Sector "Reforming"', in E. Ferlie et al (eds.) (2005) *The Oxford Handbook of Public Management*, Oxford University Press.

Hill, ch. 13.

F. C. Mosher (1968) *Democracy and the Public Service*, Oxford University Press, ch. 4 ('The Professional State').

T. Szasz (1981) Power and Psychiatry, *Transaction / Society*, 18, 4, May/June.



**WEEK 5: 15, 17 August**

**Enhancing the capacity of public bureaucracies to adapt, respond, learn, and communicate; the power of organisational, professional and individual mindsets.**

- Why does Hummel (chapter 5) argue that bureaucracies inform rather than communicate?
- What does it mean to say that professionals and technocrats may often 'over-learn' their theories?
- What elements would characterise a public organisation designed to encourage what Schön calls 'reflection-in-action'?
- What examples of a failure of 'reflection-in-action' are apparent in the Cave Creek tragedy, on the West Coast, in April 1995?
- How did professional mindsets play a role in explaining the crash of the Air New Zealand DC-10 on Mt Erebus, Antarctica, in November 1979 (to be discussed in lectures).

**Readings:**

Hummel, chs 5-6.

Wilson, chs 12, 20.

R. Gregory (1998) Political Responsibility for Bureaucratic Incompetence: Tragedy at Cave Creek, *Public Administration*, 76, 3, pp. 519-538.

R. Gregory (1998) A New Zealand Tragedy: Problems of Political Responsibility, *Governance*, 11, 2, pp. 231-240.

C. Pollitt (2009) Bureaucracies Remember, Post-Bureaucratic Organisations Forget? *Public Administration*, 87, 2, pp. 198-218.

D. Schön (1992) The Crisis of Professional Knowledge and the Pursuit of an Epistemology of Practice, *Journal of Interprofessional Care*, 6, 1.

D. Schön (1996) *The Reflective Practitioner: How Professionals Think in Action*, Arena/Ashgate, chs. 1 and 2.

Vis 3099: 'Cave Creek: The Full Story of a National Tragedy' (1998). VUW Audiovisual Suite.

**Recommended**

F. Berkes (2009) Indigenous Ways of Knowing and the Study of Environmental Change, *Journal of the Royal Society of New Zealand*, 39, pp. 151–156.

J. Williams (2009) 'O Ye of Little Faith': Traditional Knowledge and Western Science, *Journal of the Royal Society of New Zealand*, 39, 4, December, pp. 167–169.

**WEEKS 6 - 7: 22, 24 August and 12, 14 September**

**Street-level and representative bureaucracy, and the politics of identity.**

- Will making a bureaucracy more socially representative in its composition necessarily render it more 'responsive'?
- Who should be 'represented' and why?
- To what extent are policy outcomes shaped by the contextual constraints of operational officials?
- Can a public agency like the Ministry of Social Development be 'customer-driven' in its approach to service delivery?
- What pressures do street-level bureaucrats face, and how do they cope?

**Readings:**

M. Bradbury and J. E. Kellough (2011) Representative Bureaucracy: Assessing the Evidence on Active Representation, *American Review of Public Administration*, 41, 2, pp. 157-167. <http://arp.sagepub.com/content/41/2/157.full.pdf+html>

Chih-Wei Hsieh, Myung H. Jin and M Guy (2012) Consequences of Work-Related Emotions: Analysis of a Cross-Section of Public Service Workers, *American Review of Public Administration*, 42, 1, pp. 39-53. <http://arp.sagepub.com/content/42/1/39.full.pdf+html>

K. Ferguson (1985) *The Feminist Case Against Bureaucracy*, Temple University Press, ch. 1.

K. Ferguson (1983) Bureaucracy and Public life: The Feminization of the Polity, *Administration and Society*, 15, 3.  
Hill, ch. 13.

M. Lipsky (1980) *Street-Level Bureaucracy: Dilemmas of the Individual in Public Services*, Russell Sage Foundation, chs. 1 and 10.

K. Meier et al (1999) Representative Bureaucracy and Distributional Equity: Addressing the Hard Question, *The Journal of Politics*, 61, 4, pp. 1025-1039.

K. Meier and J. Nicholson-Crotty (2006) Gender, Representative Bureaucracy and Law Enforcement: The Case of Sexual Assault, *Public Administration Review*, Nov/Dec, pp. 850-60. (PAR is available online).

S. Mastracci et al (2006) Appraising Emotion Work: Determining Whether Emotional Labor is Valued in Government Jobs, *American Review of Public Administration*, 36, 2, pp. 123-138. <http://arp.sagepub.com/content/36/2/123.full.pdf+html>

Puao-Te-Ata-Tu (1986) Ministerial Advisory Committee on a Maori Perspective for the Department of Social Welfare, Wellington.

Sayers, J. and Tremaine, M. (eds.) (1994) *The Vision and the Reality: EEO in the New Zealand Workplace*, The Dunmore Press.

Wilson, ch 3.

<b>MID TRIMESTER BREAK: 27 August to 7 September</b>
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<b>WEEK 8: 19, 21 September</b>
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**Bureaucratic politics: explaining behaviour in public organisations by reference to the concepts of mission and autonomy.**

- Do issues of mission and autonomy tend to concern organisational executives rather than managers or operatives?
- Why does James Q. Wilson argue that for public executives avoiding 'learned vulnerabilities' is the equivalent of the private executive's preoccupation with the 'bottom line'?
- How do the ideas of mission and autonomy mesh with the insights provided by 'public choice' theorists into the behaviour of public officials?
- How can these concepts be used to raise questions about the merger in the late 1990s of the Income Support Service and the Employment Service in the form of WINZ?
- Corruption in Hong Kong has been greatly reduced by the work of the Independent Commission Against Corruption (ICAC) and the HK Police. Are the two organisations always happy partners in this important endeavour?
- It might have been possible to rescue many people by helicopter from the roof of the north tower of the World Trade Centre on 9/11, before the building collapsed. The fact that none were so rescued might be explained in part by a long-standing turf battle between the New York Police Department and the Fire Department of New York. How?

**Readings:**

C. Goodsell (2011) Mission Mystique: Strength at the Institutional Centre, *American Review of Public Administration*, 41, 5, pp. 475-494. At: <http://arp.sagepub.com/content/41/5/475.full.pdf+html>

M. Halperin, with P. Clapp and A. Kanter (2006) *Bureaucratic Politics and Foreign Policy*, Brookings Institution, 2<sup>nd</sup> edn., Brookings Institution, ch. 3.

I. (Kara) Puketapu (1982) Reform from Within, in C. Burns (ed.) *The Path to Reform*, NZ Institute of Public Administration.

P. Selznick (1957) *Leadership in Administration*, Harper & Row.

Wilson, ch. 10.

[http://www.fpp.co.uk/online/01/10/WTC\\_Helicopters.html](http://www.fpp.co.uk/online/01/10/WTC_Helicopters.html)

<b>WEEKS 9-10: 26, 28 September and 3, 5 October</b>
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**Is bureaucracy dehumanising? The Holocaust and the Stanley Milgram ‘obedience to authority’ experiments.**

- What does ‘dehumanisation’ mean? Is it a valid concept?
- Does modern bureaucracy dehumanise us? If so, how, and why?
- What is meant by the term, ‘the “psychopathology” of bureaucratic structure’?
- Was the Holocaust a unique genocidal event? If so, why? Or why not?
- What is your reaction to the video of the famous Stanley Milgram ‘obedience to authority’ experiments? Why?
- What are the main conclusions to be drawn from these Milgram experiments?
- ‘The Admirable Crichton’: the crucial relationship between the individual and the context/situation.
- If you had been one of Milgram’s ‘teachers’, what would you have done? How do you know?
- How appropriate is Hannah Arendt's concept of the 'banality of evil' in understanding behaviour in bureaucratic organisations?
- What ironical analogies can be drawn between the running of the Nazi’s euphemistic ‘Final Solution’ and Milgram’s organisation of his ‘obedience to authority’ experiments?
- What are the main implications of Browning’s commentary on ‘ordinary men’?

**Readings:**

Y. Bauer (2001) *Rethinking the Holocaust*, Yale University Press, pp. 14 – 38 (‘Is the Holocaust Explicable?’).

- Z. Bauman (1989) *Modernity and the Holocaust*, Cornell University Press, pp. 98 – 107.
- R. Berger (2002) *Fathoming the Holocaust: A Social Problems Perspective*, De Gruyter, pp. 52 – 66, 72-73 ('The Bureaucracy of Destruction').
- M. Bottery (1993) The Teaching of Evil, *Oxford Review of Education*, 19, 3, pp. 319-336.
- C. R Browning (1998) *Ordinary Men: Reserve Police Battalion 101 and the Final Solution in Poland*, HarperCollins, pp. 159 – 189 ('Ordinary Men'). [And women?]
- D. Grossman (1995) *On Killing: The Psychological Cost of Learning to Kill in War and Society*, Little Brown and Co (Section IV).
- S. Milgram (1974) *Obedience to Authority: An Experimental View*, Harper and Row, Introduction, chs. 1-2, Epilogue.
- R. Rubenstein (1978) *The Cunning of History: The Holocaust and the American Future*, Harper, pp. 78 – 97, 110 – 113 ('Reflections on a Century of Progress').
- R. Rummel (1994) *Death By Government*, Transaction Publishers, pp. 1 – 28 ('169,198,000 Murdered: Summary and Conclusion').
- N. Russell and R. Gregory (2005) Making the Undoable Doable: Milgram, the Holocaust, and Modern Government, *American Review of Public Administration*, 35, 4, pp. 327-349.
- N. Russell and R. Gregory (2011) Spinning an Organizational Web of Obligation: Moral Choice in Stanley Milgram's 'Obedience' Experiments, *American Review of Public Administration*, 41, 5, pp. 495-518.
- Audiovisual Suite: Vis 2805: 'The Trial of Adolph Eichmann' (1997).  
 DVD07672: 'Obedience' (The Milgram Experiments).  
 DVD 563: 'Conspiracy' (2001). (The Wannsee Conference, 1942).
- The video of the Milgram experiments (DVD07672) will be shown in class.
- 'I Met Adolph Eichmann', BBC2, 2002.

<b>WEEK 11: 10, 12 October</b>
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**Organisational accountability and individual responsibility**

- How does the Cave Creek tragedy illuminate differences between the concepts of accountability and responsibility in regard to public officials?
- Why can a public official simultaneously be both fully accountable yet irresponsible?
- What would you do if you were ordered by a legitimate authority figure to take which you strongly disapproved of on moral or ethical grounds?

- The idea of accountability is paradoxical: to avoid the worst we must forgo the best?
- Accountability is an instrumental value; responsibility is a substantive one. One is about organisational housekeeping; the other about matters of life and death.

### Readings:

G. Adams and D. Balfour (1998) *Unmasking Administrative Evil*, Sage, ch 6, ('Public Policy and Administrative Evil').

R. Gregory (2003) 'Accountability in Modern Government', in B. G. Peters and J. Pierre (eds.) *Handbook of Public Administration*, New York: Sage.

Hill, ch. 14.

C. Hood (2007) What Happens When Transparency Meets Blame-Avoidance? *Public Management Review*, 9, 2, pp. 191-210.

C. Hood (2011) 'Democracy, Good Governance, and Blame Avoidance', ch. 8 in C. Hood, *The Blame Game: Spin, Bureaucracy and Self-Preservation in Government*, Princeton University Press. PDF on Blackboard.

Hummel, ch. 4.

P. Hupe and M. Hill (2007) Street-Level Bureaucracy and Public Accountability, *Public Administration*, 85, 2, pp. 279-299.

R. Mulgan (2003) *Holding Power to Account: Accountability in Modern Democracies*, Palgrave Macmillan, esp. chs. 1, 2, 5, 7.

O'Toole, L. and Meier, K. (2004) Desperately Seeking Selznick: Cooptation and the Dark Side of Public Management in Networks, *Public Administration Review*, 64, 6, pp. 681-693.

E. Tarnow (2000) 'Self Destructive Obedience in the Airplane Cockpit and the Concept of Obedience Optimization', in T. Blass (ed.), *Obedience to Authority: Current Perspectives on the Milgram Paradigm*, Erlbaum Associates.

### WEEK 12: 17, 19 October

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

### Essays:

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 references should be accurate and complete.
- (3) Be very careful not to lay yourself open to charges of plagiarism (see pp. 17-18). Ensure that all use of other people's material is fully and properly acknowledged.

### **Essay One (about 2,000 words)**

*Due 5pm on Friday 24 August*

Please answer one of the following questions:

1. On what grounds did Max Weber (1864-1920) argue that the 'ideal-type' bureaucracy was the dominant form of organisation in modern, rationalised, society? What are the main elements of his 'ideal-type'?
2. What do you understand 'the bureaucratic paradox' to be, and how would you illustrate it using examples from governmental administration in any country?
3. What is meant by the concept of technocracy, and how does it enhance our understanding of the exercise of political power?
4. What does it mean to say that professionals may often 'over-learn' their theoretical knowledge, and what may be done to overcome this tendency? Use examples to illustrate your answer.

### **Essay Two (about 2,000 words)**

*Due 5pm on Wednesday 17 October*

Please answer one of the following questions:

1. Discuss the concepts of (1) reification, and (2) the self-fulfilling prophecy, in relation to the bureaucratic construction of official realities. Illustrate with examples.
2. Who are 'street-level bureaucrats', and how and why do their actions shape the delivery of public goods and services? Use examples to illustrate your answer.
3. What are the main differences between the concepts of accountability, on the one hand, and responsibility, on the other, in regard to the behaviour of public officials?

4. Why do you agree and/or disagree that Stanley Milgram's laboratory experiments on 'obedience' contribute to an understanding of human behaviour in bureaucratic organisations?

**Note:**

**Please ensure that you put your name and student ID number on your essays, AND the name of your tutor. Thank you!**

Essays should be placed in the secure box at School of Government reception (8<sup>th</sup> 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 26<sup>th</sup> October – Saturday 17th November 2012 (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 week, 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](http://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:**

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

**General University Policies and Statutes**

**Find key dates, explanations of grades and other useful information at**  
[www.victorias.ac.nz/home/study](http://www.victorias.ac.nz/home/study)

**Find out about academic progress and restricted enrolment at**  
[http://www.victoria.ac.nz/home/study/academic\\_progress.aspx](http://www.victoria.ac.nz/home/study/academic_progress.aspx)

**The University's statutes and policies are available at**  
<http://www.victoria.ac.nz/home/about/policy> **except qualifications statutes, which are available via the Calendar webpage at** [www.victoria.ac.nz/home/study/calendar](http://www.victoria.ac.nz/home/study/calendar) (see Section C.)

**Further information about the University's academic processes can be found on the website of the Assistant Vice-Chancellor (Academic) at**  
[www.victoria.ac.nz/home/about\\_victoria/avcacademic/default.aspx](http://www.victoria.ac.nz/home/about_victoria/avcacademic/default.aspx)

**AVC (Academic) Website: information including: Conduct, Academic Grievances, Students with Impairments, Student Support**  
[http://www.victoria.ac.nz/home/about\\_victoria/avcacademic/Publications.aspx](http://www.victoria.ac.nz/home/about_victoria/avcacademic/Publications.aspx)

**Faculty of Commerce Office**  
<http://www.victoria.ac.nz/vbs/studenthelp>

**Te Putahi Atawhai  
Maori and Pacific Mentoring Programme**  
<http://www.victoria.ac.nz/tpa/>