School of Government

PUBL 206
POWER AND BUREAUCRACY

Trimester Two - 2015

COURSE OUTLINE

20 POINTS

Names and Contact Details

Course Coordinator: Emeritus Professor Robert (Bob) Gregory
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Trimester Dates

Teaching Period: Monday 13th July – Friday 16th October 2015
Study Period: Monday 19th October – Thursday 22nd October
Examination Period: Friday 23rd October – Saturday 14th November 9 (inclusive)

Withdrawal from Course

Students' fees will be refunded if they withdraw from this course on or before **Friday 24 July 2015.**

The standard last date for withdrawal from this course is **Friday 25 September 2015**. After this 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*' form, including supporting documentation. This application form is available from the Faculty's Student Customer Service Desks, and online.

Class Times and Room Numbers

Lectures:
Tuesday   11.00 – 11.50am   LB LT 118

| Thursday | 11.00 – 11.50am | LB LT 118 |

Tutorials:

Monday	11.00 – 11.50am	MY 301
Tuesday	12.00 – 12.50pm	MY 531
Thursday	10.00 – 10.50am	VZ 105
Thursday	12.00 - 12.50pm	MY 531

Tutorials begin the second week of the trimester (week of 20 July) and will continue, except for mid-trimester breaks, until the last teaching week of the trimester (week of 12 October).

Course Delivery

The course will be delivered through two 50-minute lectures and one 50-minute tutorial per week. Tutorial attendance is mandatory (see Mandatory Course Requirements section, 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, but should ensure that their alternative attendance is registered by their specified tutor. All students are expected to prepare for the tutorials by reading at least TWO of the listed 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.

Course Prescription

Analysis of the organisational context of governmental administration and the exercise of political power by bureaucrats, technocrats and professionals, focusing on the political and moral dimensions of administrative action, the dehumanising impact of bureaucracy, and issues of accountability and responsibility.

Course Learning Objectives

	By the end of this course, students should be able to:	
1	Identify the theoretical foundations of bureaucratic and professional knowledge and power, as informed by the work of Max Weber.	MA 2
2	Understand and critically evaluate those structural and cultural features of bureaucracies that tend to 'dehumanise' organisation members.	MA 2
3	Explain the principal dynamics of 'bureaucratic politics'.	MA 2, 4
4	Critically evaluate the theory of 'representative bureaucracy'.	MA 13
5	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

Lectures

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. Lectures, and the Powerpoint presentations used in them, are an essential component of the course, and students' performance in course assessment components,

especially the final exam, may be adversely affected if they do not attend lectures regularly. Any student who is unable to attend lectures regularly should advise the Course Coordinator.

Readings

The following are the primary *textbooks* for this course. In addition, required course material will be posted on Blackboard for each week.

- Hummel, R P (2008) *The Bureaucratic Experience: The Post-Modern Challenge,* 5th edn., Armonk NY: M. E. Sharpe.

- Wilson, J Q (1989) *Bureaucracy: What Government Agencies Do and Why They Do It*, New York NY: Basic Books.

Required reading, specified for each week, as numbered below. All these readings will be posted on Blackboard.

1	H Gerth and C Mills (1974) *From Max Weber: Essays in Sociology*, Oxford University Press, Introduction Ch. I, 'A Biographical View.'
2	P Blau and M Meyer (1987) *Bureaucracy in Modern Society*, 3rd edition, Random House, Ch. 2, 'Theory and Development of Bureaucracy.'
3	R Gregory (2007) 'New Public Management and the Ghost of Max Weber: Exorcised or Still Haunting?' in T Christensen and P Laegreid (eds) *Transcending New Public Management: The Transformation of Public Sector Reforms*, Ashgate.
4	B Rothstein (preliminary online 2014) 'The Chinese Paradox of High Growth and Low Quality of Government: The Cadre Organization Meets Max Weber', *Governance*, forthcoming in 2015.
5	G Burrell and G Morgan (1979) *Sociological Paradigms and Organizational Analysis*, Heinemann, Introduction, Chs. 1-3.
6	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.'
7	F Fischer (1990) *Technocracy and the Politics of Expertise*, Sage, Ch. 1, 'Technocracy and Expertise: The Basic Political Questions.'
8	M Edelman (1977) *Political Language: Words that Succeed and Policies That Fail*, Academic Press, Ch. 4, 'The Political Language of the Helping Professions.'
9	B Fay (1975) *Social Theory and Political Practice,* George Allen & Unwin, Ch. 3, 'Criticisms of the Positivist View of Social Science and Politics.'
10	F Mosher (1968) *Democracy and the Public Service*, Oxford University Press, Ch. 4, 'The Professional State.'
11	R Dworkin (2001) 'The Medicalization of Unhappiness', *The Public Interest*, Summer.
12	T Szasz (1981) 'Power and Psychiatry', *Transaction/Society*, No.18, Vol.4, May/June.
13	T Szasz (1994) 'Psychiatric Diagnosis, Psychiatric Power and Psychiatric Abuse', *Journal of Medical Ethics*, Vol. 20, pp. 135-138.
14	R Gregory (1998) 'Political Responsibility for Bureaucratic Incompetence: Tragedy at Cave Creek', *Public Administration*, Vol. 76, Autumn.
15	D Schön (1983) *The Reflective Practitioner: How Professionals Think in Action*, Basic Books, Ch. 2, 'From Technical Rationality to Reflection-in-Action.'
16	K Ferguson (1983) 'Bureaucracy and Public Life: The Feminisation of the Polity', *Administration and Society*, Vol. 15, No. 3, November.
17	K Meier and K Capers (2012), in G Peters and J Pierre (eds), *The Sage Handbook of Public Administration,* 2nd edition, Sage, Ch. 27, 'Representative Bureaucracy: Four Questions.'

18	M Lipski (1980) *Street-Level Bureaucracy*, Sage, Ch. 1, 'The Critical Role of Street-Level Bureaucrats.'
19	M Halperin, P Clapp with A Kanter (2006) *Bureaucratic Politics and Foreign Policy*, 2nd ed, The Brookings Institution, Ch. 3, 'Organizational Interests.'
20	Z Bauman (1989) *Modernity and the Holocaust*, Cornell University Press, pp. 98-107.
21	C Browning (1998) *Ordinary Men: Reserve Police Battalion 101 and the Final Solution in Poland*, HarperCollins, Ch. 18, 'Ordinary Men.'
22	D Grossman (1995) *The Psychological Cost of Learning to Kill in War and Society*, Little, Brown & Co, pp. 222-229.
23	S Milgram (1974) *Obedience to Authority*, Harper & Row, Ch. 1, 'The Dilemma of Obedience.'
24	J Burger (2009) 'Replicating Milgram: Would People Still Obey Today?', *American Psychologist*, Vol. 64, No. 1.
25	N Russell and R Gregory (2005) 'Making the Undoable Doable: Milgram, the Holocaust, and Modern Government', *American Review of Public Administration*, Vol. 35, No. 4.
26	J Waller (2002) *Becoming Evil: How Ordinary People Commit Genocide and Mass Killing*, Oxford University Press, Ch. 6, 'Who Are the Killers? Identities of the Perpetrators.'
27	E Traverso (2003) *The Origins of Nazi Violence*, The New Press, Ch. 1, 'Discipline, Punishing, Killing.'
28	G Adams and D Balfour (1998) *Unmasking Administrative Evil*, Sage, Ch. 6, 'Public Policy and Administrative Evil.'
29	C Cohn (1987) 'Sex and Death in the Rational World of Defense Intellectuals', *Signs*, Vol. 12, No.4, Summer.
30	R Gregory (2012) in G Peters and J Pierre (eds) *The Sage Handbook of Public Administration,* 2nd edition, Sage, Ch. 43, 'Accountability in Modern Government.'

Lecture Powerpoint presentations

Powerpoint presentations will be used in all lectures, but only as a guide. They will be posted each week on Blackboard, as the course proceeds.

Assessment

ASSIGNMENT	DUE DATE	WEIGHT	CLOs
1. First Essay (2,000 words)	Friday 21 August, 5pm	25%	1, 2, 3
2. Second Essay (2,000 words)	Wednesday 14 October, 5pm	25%	2, 4, 5
3. Final exam	tba	50%	All

The Assessment Handbook will apply to all VUW courses: see

http://www.victoria.ac.nz/documents/policy/staff-policy/assessment-handbook.pdf

Penalties

Essays not handed in by the due date or by the date of extension may have a mark out of 100 reduced by 5% for each late day.

Essays handed in more than five days after the due date, or after the date of extension, may not be accepted, at the discretion of the Course Coordinator.

Course Content

Some related observations…

'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*, 5th 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*, Penguin, p. 123.

'The most perceptive definition of a coward is Ambrose Bierce's: "One who in a perilous emergency thinks with his legs." This trait seems to me such a wide response to danger that it explains why generals want cowards dead; if they weren't, the concept of just plain running away would catch on so fast that the top brass would be out of a job overnight – or, at least, would have to do some fighting themselves, which is not part of their job description.'

– John Cleese (2014) *So, Anyway*, London: Random House, p. 6.

WEEKS 1-2: 14, 16, 21 and 23 July

- Course introduction, administrative details.

- Weber's three types of authority: traditional, charismatic, and legal-rational. What are they are how do they differ?

- What are the key features of Weber's ideal-type' bureaucracy?

- The UNDP defines corruption as 'the misuse of public power, office or authority for private benefit—through bribery, extortion, influence peddling, nepotism, fraud, speed money or embezzlement.' In what ways does this definition reflect Weber's ideas on bureaucracy?

- What are the differences among instrumental, substantive, conceptual, and formal rationality? Give examples.

- Why do technocrats like power but dislike politics?

- http://www.jerrypournelle.com/reports/jerryp/iron.html

- 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.'

- What is bureaucratic 'goal displacement' — and why does it occur? Give examples.

- Which one of Wilson's four types most typifies (i) the New Zealand Police, (ii) Child, Youth and Family; (iii) New Zealand Post?

Readings:

Textbooks

Hummel, chs 1- 3, 7

Wilson, ch. 9.

Blackboard

1, 2, 3, 4, 7

Other

A. Gouldner (1955) Metaphysical Pathos and the Problem of Bureaucracy, *American Political Science Review*, 49, 2, pp. 496-507.

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

H. Hopfl (2006) Post-Bureaucracy and Weber's 'Modern' Bureaucrat, *Journal of Organizational Change Management*, 19, 1, pp. 8-21.

L. and S. Rudolph (1979) Authority and Power in Bureaucratic and Patrimonial Administration: A Revisionist Interpretation of Weber on Bureaucracy, *World Politics*, 31, 2, pp. 195-227.

Turner, J. (2006) Tyranny, Freedom and Social Structure: Escaping Our Theoretical Prisons, *British Journal of Social Psychology*, 45, 41-46.

Tutorial questions:

What are the key elements of the historical process of 'rationalization' that Weber saw as 'the master trend of history', and how did he himself assess the impact of this trend on modern governmental systems? What are the central features of a bureaucratic organization, and why are the concepts of instrumental rationality and substantive rationality important in explaining public policymaking and administration?

WEEK 3: 28 and 30 July

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?

- New Zealand currently ranks in first place on Transparency International's Corruptions Perceptions Index, meaning that it's the country with the lowest levels of corruption. What questions might you ask about this? http://cpi.transparency.org/cpi2012/

- What is 'reification' in political language, and what are its effects?

Readings:

Blackboard

5, 6, 8, 9

<table>
<tr><td align="center">**Recommended**</td></tr>
<tr><td>BBC Radio. Mind changers: The Hawthorne Effect.
      http://www.bbc.co.uk/iplayer/episode/b00lv0wx/Mind_Changers_Series_4_The_Hawthorne_Effect/</td></tr>
</table>

Tutorial question:

'Reification, the impoverishment of political discussion, and political domination are latent features in the idea of a policy science which interlock and reinforce one another, thereby forming a strong force which, in contemporary terms, helps to maintain the structure of industrial society. Far from being politically neutral, as its proponents claim, the idea of a policy science is one of the deep, important and enduring ideologies of our own time, one which is all the stronger in that it claims to be "objective' and "scientific". Unmasking the ideological content of the doctrine is therefore not just an exercise in philosophical analysis, but a move to open up the possibility for a social order along quite different lines from our own.'

– B Fay (1975), p. 64. Discuss, especially in relation to the idea of 'technocracy'.

WEEK 4: 4 and 6 August

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:

Textbooks

Wilson, ch. 10

Blackboard

19

Other

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

J. Christensen (2013) Bureaucracies, Neoliberal Ideas, and Tax Reform in New Zealand and Ireland, *Governance*, 26, 4, pp. 563-584. At: http://onlinelibrary.wiley.com/doi/10.1111/gove.12009/pdf

C. E. Lindblom (1990) on 'the training of economists', in chapter 12 ('Professional Impairment') in *Inquiry and Change: The Troubled Attempt to Understand and Shape Society*, New Haven: Yale University Press, pp. 198-199.

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.

http://www.fpp.co.uk/online/01/10/WTC_Helicopters.html

Tutorial questions:

What is meant by the term 'bureaucratic politics', and what are the key concepts that help to explain it? Why is it important to understand the nature of bureaucratic politics if we wish to know how governmental systems work?

WEEK 5: 11 and 13 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:

Blackboard

10, 11, 12, 13

Other

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.

http://www.stuff.co.nz/national/crime/63407775/Insanity-defence-Jury-to-decide

http://www.truth-out.org/opinion/item/28024-connecting-police-violence-against-people-of-color-and-people-with-mental-illness

Tutorial questions:

What are the main defining features of a professional occupation, and what are the foundations of the power exercised by professionals? What is the essence of Szasz's critique of the profession of psychiatry, and why might such a critique be relevant to an understanding of how other professions carry out their work?

WEEK 6: 18 and 20 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 1995 Cave Creek tragedy; in the Pike River coal mining disaster of 2010; and the 'Easy Rider' fishing boat tragedy in Foveaux Street in March 2012?

- 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:

Textbooks

Hummel, chs 5-6.

Wilson, chs 12, 20.

Blackboard

14, 15

Other

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

Tutorial questions:

Why does Hummel argue that bureaucratic communication tends to be 'acausal' and 'unidirectional'? What does Schön mean by 'the limits of technical rationality' and why might it be difficult for professionals (and bureaucrats) to 'reflect-in-action'?

MID TRIMESTER BREAK: 24 August to 4 September

WEEKS 7 - 8: 8, 10, 15 and 17 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:

Textbooks

Wilson, ch 3.

Blackboard

16, 17, 18

Other

R. Andrews, R. Ashworth and K. Meier (2014) Representative Bureaucracy and Fire Service Performance, *International Public Management Journal*, 17, 1, pp. 1-24. See: http://www.tandfonline.com/doi/abs/10.1080/10967494.2014.874253#.UxPmceOSwuc

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. 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).

K. Meier (2014) Proverbs and the Evolution of Public Administration, *Public Administration Review*, 75, 1, pp. 15-24. See section on representative bureaucracy.

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.

Special issue of *Public Management Review*, 16, 4, 2014.

http://www.truth-out.org/opinion/item/27786-why-we-all-need-affirmative-action

Tutorial questions:

Should public organisations be more socially representative in their composition, and if so, why; and how might this be achieved? What are the relationships between the idea of representative bureaucracy, on the one hand, and street-level bureaucracy, on the other?

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'?

- Is empathy with others always a good thing?

- Does bureaucracy promote reason or empathy?

- 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 the Milgram experiments? Were they mainly a study of authority or of power?

- 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:

Textbooks

Hummel, ch. 4

Blackboard

20, 21, 22, 23, 24, 25, 26, 27

Other

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

R. Berger (2002) *Fathoming the Holocaust: A Social Problems Perspective*, De Gruyter, pp. 52 – 66, 72-73 ('The Bureaucracy of Destruction').

R. Forsgren (2012) The Architecture of Evil, *The New Atlantis*, 36, Summer, pp. 44-62. (Albert Speer)

S. Milgram (1974) *Obedience to Authority: An Experimental View,* Harper and Row, Introduction, Epilogue.

I. Nicholson (2011) 'Torture at Yale': Experimental Subjects, Laboratory Torment and the 'Rehabilitation' of Milgram's 'Obedience to 'Authority', *Theory & Psychology*, 21, 6, pp. 737-761. http://tap.sagepub.com/content/21/6/737.short?rss=1&ssource=mfr

G. Perry (2012) *Behind the Shock Machine: The Untold Story of the Notorious Milgram Psychology Experiments*, Scribe Publications.

[Review of Gina Perry's book, above, by N. Russell and J. Picard, and Perry's response: http://onlinelibrary.wiley.com/doi/10.1002/jhbs.21600/abstract]

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 (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.

A. Haslam and S. Reicher (2007) Beyond the Banality of Evil, *Personality and Social Psychology Bulletin*, 33, pp. 615-622.

See *Journal of Social Issues*, 70, 3, 2014, special issue commemorating Milgram's OTA experiments.

S. Reicher and A. Haslam (2011) After Shock? Towards a Social Identity Explanation of the Milgram 'Obedience' Studies, *British Journal of Social Psychology*, 50, pp. 163-169.

Reason and empathy:
http://www.newyorker.com/arts/critics/atlarge/2013/05/20/130520crat_atlarge_bloom?currentPage=all

Audiovisual material: 'The Trial of Adolf Eichmann' (1997); 'Obedience' (The Milgram Experiments); 'Conspiracy' (2001), dramatization of the Wannsee conference, 1942; 'I Met Adolf Eichmann', BBC2 (2002).

The video of the Milgram experiments, 'Obedience', will be shown in class.

Tutorial questions:

How relevant are the Milgram 'OTA' experiments in understanding the effects of the bureaucratic context on the way organization members think and act? What do the experiments tell us about the Holocaust, if anything?

WEEK 11: 6 and 8 October

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?

- What is 'whistle-blowing', and what are the main provisions of the Protected Disclosures Act 2000?

Readings:

Blackboard

28, 29, 30

Other

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

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.

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.

See the whistle-blowing case of Stanley Adams v Hoffmann-La Roche:
http://multinationalmonitor.org/hyper/issues/1984/06/baekgaard.html

Tutorial questions:

In the context or governmental organisations, what are the main differences between the concepts of (a) accountability, and (b) responsibility? Under what circumstances should a public official decide to become a 'whistle-blower'? What is meant, in organisational terms, by the idea of the 'zone of indifference'? Is legal-rational authority always conditional, and if so, on what?

WEEK 12: 13 and 15 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 engage with, explore and interpret the topic. You should strive to develop your own argument, based on the relevant readings, lectures and tutorials. Use examples to illustrate your arguments.

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. 19-20, below). Ensure that all use of other people's material is fully and properly acknowledged.

Essay One (about 2,000 words)

Due 5pm on Friday 21 August

Choose one of the following four topics:

1.	How relevant to an understanding of today's large governmental organisations are Max Weber's ideas on (a) instrumental rationality, and (b) substantive rationality? Illustrate with examples.

2.	What did Thomas Szasz mean by the 'metaphor of mental illness', and how does this idea raise questions about the knowledge base of the so-called 'helping professions'?

3. What concepts best explain the nature and exercise of 'bureaucratic politics', and why? Illustrate with examples.

4. Many public organisations are rate-producing agencies. What is meant by this statement, and why is rate-producing a political and social process? Illustrate with examples

Essay Two (about 2,000 words)

Due 5pm on Wednesday 14 October

Choose one of the following four topics:

1. How is the concept of 'representative bureaucracy' to be understood as a normative political and organisational commitment, and on what grounds would you accept or reject such a commitment?

2. Critically discuss the proposition that modern bureaucracy tends to impede the pursuit of socially and morally 'good' purposes but strongly facilitates the pursuit of 'bad' ones. Give examples to illustrate.

3. What do you see as the main differences between the ideas of accountability, on the one hand, and responsibility, on the other, in relation to governmental organisations?

4. Discuss the relevance of the Milgram 'Obedience' experiments in understanding the effect of the bureaucratic context on the way organisation members behave.

Important note:

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

All essays must be deposited in the secure box at the School of Government reception (8th floor Rutherford House) during office hours, 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.

Extensions can be granted only by the Course Coordinator, and not by the tutors.

Students' 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 VBS programmes. All material used for such processes will be treated as confidential, and the outcome will not affect students' grades for the course.

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, which 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!

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 enroll 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 23rd October – Saturday 14th November 2015 (inclusive).

Mandatory Course Requirements

Students must:

> (a) complete the two essay assignments specified above;
>
> (b) attend at least eight out of the 11 weekly tutorials;
>
> (d) sit the final examination.

Students who receive an overall course mark of 50% or better but fail to satisfy the mandatory requirements, will not receive a pass grade. Instead, they will be given a K grade (fail due to not satisfying mandatory course requirements).

To pass PUBL206 a student must meet the mandatory requirements AND achieve at least a total of 50% over all the assessments.

If you cannot complete an assignment or sit a test or examination, refer to
www.victoria.ac.nz/home/study/exams-and-assessments/aegrotat

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.

Communication of Additional Information

During the course, any additional information for students will be conveyed via Blackboard and email to all class members.

Student Feedback

Student feedback on University courses may be found at
www.cad.vuw.ac.nz/feedback/feedback_display.php

Link to general information

For general information about course-related matters, go to
http://www.victoria.ac.nz/vbs/studenthelp/general-course-information

Note to Students

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 academic audit. The findings may be used to inform changes aimed at improving the quality of VBS programmes. All material used for such processes will be treated as confidential, and the outcome will not affect your grade for the course.

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