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

# PUBL 206/POLS 238
# POWER AND BUREAUCRACY

Trimester One 2009

## COURSE OUTLINE

### Names and Contact Details

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| Course Co-ordinator: | Professor Bob Gregory |
| Room: | Rutherford House Level 8, Room 806 |
| Phone: | 04 436 5047 |
| Email: | Bob.Gregory@vuw.ac.nz |

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| Administrator: | Mara Robertson |
| Room: | Rutherford House Level 8, Room 821 (Reception) |
| Phone: | 04 463 6599 |
| Email: | Mara.Robertson@vuw.ac.nz |

### Trimester Dates

Monday 2 March to Wednesday 1 July 2009.

### Class Times and Room Numbers

| Lectures: | Monday | 4.10pm – 5.00pm | HM LT003 |
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| | Tuesday | 4.10pm – 5.00pm | HM LT003 |
| | Thursday | 4.10pm – 5.00pm | HM LT003 |

| Tutorials: | Monday | 3.10pm – 4.00pm | OK 501 |
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| | Tuesday | 3.10pm – 4.00pm | OK 301 |
| | Wednesday | 2.40pm – 3.30pm | RWW220 (Pipitea) |
| | Thursday | 3.10pm – 4.00pm | MY 301 |

## 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: | | **Public Policy Major Attributes** |
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| 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 |

**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 (meaning at least two per week) should advise the Course Co-ordinator.

**Readings**

a) A set of photocopied readings will be available for purchase from the Student Notes Distribution Centre, at the Kelburn Campus. Price approx. $21.00, inc GST. A number of class handouts may also be made available from time to time.

b) Hummel, R P (1994) *The Bureaucratic Experience: A Critique of Life in the Modern Organization* 4th edn.), St Martin's Press. Copies on Closed Reserve.

c) Wilson, J Q (1989) *Bureaucracy: What Government Agencies Do and Why They Do It,* Basic Books.  Copies on Closed Reserve.

d) Hill, M (1997) *The Policy Process in the Modern State*, 3rd edn., Prentice Hall/Harvester Wheatsheaf.  Copies on Closed Reserve.

## Assessment Requirements

*Two essays (each counting for 25% of the final mark)*

Essay 1 (about 2,000 words) due 5pm, Thursday 9 April: relating largely to Course Learning Objectives 1- 6.

Essay 2 (about 2,000 words) due 5pm, Friday, 29 May: relating largely to Course Learning Objectives 7-10.

See Course Outline (p. 2) for Course Learning Objectives.

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).

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

The final exam will relate to all the Course Learning Objectives.

Students who enrol in courses with examinations are obliged to attend an examination at the University at any time during the formal examination period, Friday 12 June to Wednesday 1 July 2009.

**Note: 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.

## Penalties

Late essays must be handed in at School of Government reception (8th floor Rutherford House) during the office hours listed above. The administration staff will record the date and time it was received before giving it to the Course Co-ordinator.

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.

If a student fails to meet the MCRs he/she will receive a K grade (non-pass) if they still manage to achieve a final course mark of 50% or more. If they do not fulfil the MCRs, and their final course mark is 49% or below, they will receive a D or E grade, as the case may be.

**Communication of Additional Information**

Announcements will be posted on Blackboard, as will a range of course resources. Copies of additional class material will be handed out in lectures only.

**Faculty of Commerce and Administration Offices**

Railway West Wing (RWW) - FCA Student and Academic Services Office
The Faculty's Student and Academic Services Office is located on the ground and first floors of the Railway West Wing. The ground floor counter is the first point of contact for general enquiries and FCA forms. Student Administration Advisers are available to discuss course status and give further advice about FCA qualifications. To check for opening hours call the Student and Academic Services Office on (04) 463 5376.

Easterfield (EA) - FCA/Education/Law Kelburn Office
The Kelburn Campus Office for the Faculties of Commerce and Administration, Education and Law is situated in the Easterfield Building on the ground floor (EA005). This counter is the first point of contact for:
- Duty tutors for student contact and advice.
- Information concerning administrative and academic matters.
- Forms for FCA Student and Academic Services (e.g. application for academic transcripts, requests for degree audit, COP requests).
- Examinations-related information during the examination period.

To check for opening hours call the Student and Academic Services Office on (04) 463 5376.

**Use of Turnitin**

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 identifies material that may have been copied from other sources including the Internet, books, journals, periodicals or the work of other students. Turnitin is used to assist academic staff in detecting misreferencing, misquotation, and the inclusion of unattributed material, which may be forms of cheating or plagiarism. *At the discretion of the Head of School, handwritten work may be copy- typed by the School and subject to checking by Turnitin*. You are strongly advised to check with your tutor or the course coordinator if you are uncertain about how to use and cite material from other sources. 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.

## General University Policies and Statutes

Students should familiarise themselves with the University's policies and statutes, particularly the Assessment Statute, the Personal Courses of Study Statute, the Statute on Student Conduct and any statutes relating to the particular qualifications being studied; see the Victoria University Calendar or go to www.victoria.ac.nz/home/about/policy/students.aspx

For information on the following topics, go to the Faculty's website www.victoria.ac.nz/fca under Important Information for Students:

- Academic Grievances
- Student and Staff Conduct
- Meeting the Needs of Students with Impairments
- Student Support

## Academic Integrity and Plagiarism

Academic integrity is about honesty – put simply it means *no cheating*. All members of the University community are responsible for upholding academic integrity, which means staff and students are expected to behave honestly, fairly and with respect for others at all times.

Plagiarism is a form of cheating which undermines academic integrity. The University defines plagiarism as follows:

> *The presentation of the work of another person or other persons as if it were one's own, whether intended or not. This includes published or unpublished work, material on the Internet and the work of other students or staff.*

It is still plagiarism even if you re-structure the material or present it in your own style or words.

> *Note: including the work of others will not be considered plagiarism as long as the work is acknowledged by appropriate referencing.*

Plagiarism is prohibited at Victoria and is not worth the risk. Any enrolled student found guilty of plagiarism will be subject to disciplinary procedures under the Statute on Student Conduct and may be penalised severely. Consequences of being found guilty of plagiarism can include:

- an oral or written warning
- cancellation of your mark for an assessment or a fail grade for the course
- suspension from the course or the University.

Find out more about plagiarism, and how to avoid it, on the University's website:

www.victoria.ac.nz/home/studying/plagiarism.html

**Manaaki Pihipihinga Programme**

Manaaki Pihipihinga is an academic mentoring programme for undergraduate Māori and Pacific students in the Faculties of Commerce and Administration, and Humanities and Social Sciences. Sessions are held at the Kelburn and Pipitea Campuses in the Mentoring Rooms, 14 Kelburn Parade (back courtyard), Room 109D, and Room 210, Level 2, Railway West Wing. There is also a Pacific Support Coordinator who assists Pacific students by linking them to the services and support they need while studying at Victoria. Another feature of the programme is a support network for Postgraduate students with links to Postgraduate workshops and activities around Campus.

For further information, or to register with the programme, email *manaaki-pihipihinga-programme@vuw.ac.nz* or phone (04) 463 6015. To contact the Pacific Support Coordinator, email *pacific-support-coord@vuw.ac.nz* or phone (04) 463 5842.

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