TE WHARE WĀNANGA O TE ŪPOKO O TE IKA A MĀUI

VICTORIA
UNIVERSITY OF WELLINGTON

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

PUBL 206 / POLS 238
POWER AND BUREAUCRACY

Trimester Two - 2014

COURSE OUTLINE

20 POINTS

Names and Contact Details

<u>Course Coordinator:</u>	Emeritus Professor Robert (Bob) Gregory
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<u>Administrator:</u>	Robyn McCallum
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Trimester Dates

Teaching Period: Monday 14th July – Friday 17th October 2014
Study/Examination Period: Monday 20th October – Sunday 16th November 2014 (inclusive)
(Monday 27th October is a public holiday, Labour Day.)

Class Times and Room Numbers

Lectures:

Tuesday	11.00 – 11.50am	HMLT001
Thursday	11.00 – 11.50am	HMLT001

Tutorials:

Monday	11.00 – 11.50am	VZ 101
Tuesday	12.00 – 12.50pm	MY 303
Thursday	10.00 – 10.50am	KK 203
Thursday	12.00 - 12.50pm	CO 118

Tutorials begin the second week of the trimester (week of 21 July) and will continue, except for mid-trimester breaks, until the last teaching week of the trimester (week of 13 October).

Withdrawal from Courses:

Students' fees will be refunded if they withdraw from this course on or before **Friday 25 July 2014.**

The standard last date for withdrawal from this course is Friday 26 September 2014. **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.

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:		**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 'humanising' 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

Major Attributes for Political Science and/or International Relations are available on this link:

http://www.victoria.ac.nz/hppi/about/overview-of-the-school/psir-overview#grad-attributes

Course Delivery

The course will be delivered through two 50-minute lectures and one 50-minute tutorial per week. An 80% attendance rate at tutorials is mandatory. See the 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.

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 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 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.

- 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.

In addition and optional:

- Fisman, R and Sullivan, T (2013) *The Org: The Underlying Logic of the Office*, New York: Hachette Book Group. http://www.barnesandnoble.com/w/the-org-ray-fisman/1111011928

- Hill, M (2009) *The Public Policy Process*, 5th edn., Longman. [The 4th edition, 2005, is virtually the same, and available in the VUW library.]

- Ritzer, G (2008) *The McDonaldization of Society 5,* Los Angeles CA: Pine Forge Press.

Chapters from Hummel and Wilson are listed below as *Required Readings* in the Course Content section. Additional and discretionary readings are also listed there. Students are not expected to read all the items listed.

Assessment Requirements

ASSIGNMENT	DUE DATE	WEIGHT
1st Essay (2,000 words)	Friday 22 August, 5pm	25%
2nd Essay (2,000 words)	Wednesday 15 October, 5pm	25%
Final exam	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*, 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.

-        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?

-        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:

Hummel, intro, chs 1 and 2.

Hill, chs 2, 3, 11.

Wilson, ch. 9.

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

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.

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 (2005) Explaining the Nature of Power: A Three-Process Theory, *European Journal of Social Psychology*, 35, 1-22.

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

WEEK 3: 29 and 31 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?

- What is 'reification' in political language, and what are its effects? Reification is also a form of dehumanisation. Treating and talking about people as if they were things, objects.

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://cpi.transparency.org/cpi2012/

WEEK 4: 5 and 7 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:

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: 12, 14 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 then 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:

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.

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.

WEEKS 6 - 7: 19, 21 August and 9 and 11 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:

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. 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.

Wilson, ch 3.

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

MID TRIMESTER BREAK: 25 August to 5 September

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

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

M. Halperin, with P. Clapp and A. Kanter (2006) *Bureaucratic Politics and Foreign Policy*, Brookings Institution, 2nd 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

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?

- 'The Admirable Crichton' (by J M Barrie): 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').

C. R Browning (1998) *Ordinary Men: Reserve Police Battalion 101 and the Final Solution in Poland,* HarperCollins, pp. 159 – 189 ('Ordinary Men'). [And women?]

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

D. Grossman (1995) *On Killing: The Psychological Cost of Learning to Kill in War and Society*, Little Brown and Co (Section IV).

Burger, J. (2009) Replicating Milgram: Would People Still Obey Today? *American Psychologist*, 64, pp. 1 – 11.

S. Milgram (1974) *Obedience to Authority: An Experimental View,* Harper and Row, Introduction, chs. 1-2, 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 (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.

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

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 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.

WEEK 11: 7 and 9 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?

- Accountability is an instrumental value; responsibility is a substantive one. One is about organisational housekeeping; the other about matters of life and death.

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

Readings:

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

R. Gregory (2012) Accountability in Modern Government, in B. G. Peters and J. Pierre (eds.) *Handbook of Public Administration*, second edition, New York: Sage.

Hill, ch. 14.

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.

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.

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.

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

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WEEK 12: 14 and 16 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. 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 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 22 August

Choose one of the following four topics:

1. How relevant today are Max Weber's ideas about bureaucracy and rationalization in explaining how governmental organisations work?

2. What do you understand the 'bureaucratic paradox' to be, and how would you illustrate it using examples from governmental administration in any particular country?

3. What is meant by the concept of 'technocracy', and how does it enhance our understanding of the exercise of political power?

4.   'The professions are vehicles for the pre-emption of socially legitimate knowledge in the interest of social control' - Donald A Schön (1983) *The Reflective Practitioner: How Professionals Think in Action*, New York: Basic Books, pp. 288-289. Discuss, using examples to illustrate your arguments.

Essay Two (about 2,000 words)

Due 5pm on Wednesday 15 October

Choose one of the following four topics:

1.   Explain why bureaucratic language is a key element in the exercise of bureaucratic and professional power. Illustrate your arguments with examples.

2.   While the public might reasonably assume that government agencies will cooperate effectively in the pursuit of 'the public interest', especially in times of emergency, inter-agency 'turf battles' may often impede such cooperation. Why does this happen? Illustrate with examples.

3.   Critically evaluate the 'theory of representative bureaucracy', discussing what you consider to be its strengths and weaknesses.

4.   Discuss the proposition that modern bureaucracy has a strong tendency to impede the pursuit of 'good' purposes, but is essential in facilitating the pursuit of 'bad' ones.

Important note:

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

All essays – whether from Publ or Pols students—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 Co-ordinator, 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.

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 five days after the due date, or after the date of extension, will not be accepted.

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 25th October – Saturday 16th November 2013 (inclusive).

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.

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

School of Government Service Standards

Good learning and teaching outcomes for students in School of Government courses depend on many factors, including open, transparent and accountable relationships between teaching and support staff, and students in their various activities. The following service standards indicate some of the key expectations that teaching staff and students can have of each other. In all cases, they represent what the School believes should be 'normal' practice; exceptional circumstances can and will be negotiated as required.

Please note that there are University-wide policies relating to assessment – including rights of review and appeal. Details may be found in the Assessment Handbook (which is reviewed and updated from time to time –

www.victoria.ac.nz/home/about/avcacademic/publications/assessment-handbook.pdf).

In general terms, any concerns that a student or students may have should be raised with the course coordinator in the first instance. If that course of action is not appropriate, the School's programme support staff will direct you to the relevant Programme Director/Coordinator.

Standards relating to staff timeliness of responses to email and phone queries:

- Email or phone queries from students will be responded to in 48 hours

Standards relating to availability of course materials:

- Students on modular or intensive courses will usually have course materials at least 4 weeks before the course starts
- Students on weekly courses will usually have course materials available on the first day of the course

Standards relating to attendance:

- It is expected that students will attend all contact teaching sessions for a course. If a student is aware that they will be unable to attend part of a course prior to it commencing, they are required to advice the course coordinator. In such a situation, the student may be declined entry into the course.
- Where a course coordinator approves some non-attendance before the class commences, the course coordinator may set additional item(s) of assessment of learning and teaching objectives for the course for students unable to attend. Advice relating to the submission and assessment of any such additional assessment will be provided by the course coordinator.

Variations to the assessment details provided in the course outline:

- Any variation to the assessment details in the course outline will be formally agreed between the course coordinator and students at the earliest possible time, preferably at the beginning of the course.

Standards relating to assignments – turnaround and feedback:

- Unless otherwise agreed between students and the course coordinator, items of assessment will be marked within 15 working days of submission.
- Comments on pieces of assessment will allow students to understand the reasons for the mark awarded, relative to the teaching and learning objectives specified in the course outline, and will usually include advice on how the student can improve their grades in future assignments.

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). 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!

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

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