

GOVT 351 Bureaucracy

Spring 2017

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Course Meetings: Students must attend the section for which they have registered.

- Section 01 (CRN 24373): Tuesday and Thursday, 9:30-10:50, Tyler 133
- Section 02 (CRN 24374): Tuesday and Thursday, 11:00-12:20, Tyler 133

Office Hours: Wednesday 11:00-12:30, Friday 3:30-5:00, and by appointment

1. Course description

Welcome to GOVT 351. This class addresses an important, but often forgotten, reality of the American political system: laws and judicial decisions are not self-executing. Collectively, they rely on public bureaucracies and thousands of public administrators and others to implement them. John Adams recognized this back in 1785 when he wrote: “the laws are a dead letter until an administration begins to carry them into execution.”¹ This course explores how that “execution” occurs by examining different theoretical perspectives and examples to help students understand the bureaucrats who manage and implement policy, the tools they use, and the organizational and political environments in which they work.

2. Required Readings

- James Q. Wilson. 1989 [or 1991]. *Bureaucracy: What Government Agencies Do and Why They Do It*. New York: Basic Books. ISBN 978046500785.
- Kenneth J. Meier and Laurence J. O’Toole, Jr. 2006. *Bureaucracy in a Democratic State: A Governance Perspective*. Baltimore, MD: Johns Hopkins University Press. ISBN 9780801883576.

Other required readings are on Blackboard. Optional readings will be distributed via email.

3. Class expectations

3.1 Grading

The course stresses three skill sets—discussing ideas, writing, and making judgments under time constraints—that all students trained in the liberal arts should possess. Mastering these skills will help you enjoy success and make positive contributions in your future classes (at W&M and in graduate school), the workforce, and the communities where you eventually reside.

Weight	Item
25%	Class participation and attendance
25%	Midterm exam
25%	Policy memo 5% Preliminaries 20% Completed memo
25%	Final exam
Extra credit: 1%	Optional participation in the GOVT Omnibus Study

¹ You can see the full context of the quote here: http://www.constitution.org/jadams/ja1_55.htm.

I will base final course grades on the following scale, with partial-percents typically rounded to the nearest full percent: A 100-93, A- 92-90, B+ 89-88, B 87-83, B- 82-80, C+ 79-78, C 77-73, C- 72-70, D+ 69-68, D 67-63, D- 62-60, F <60.

Finally, please keep a copy of all work you submit until I have processed final grades.

3.2 Brief description of assignments

More details on these assignments, including specific expectations for grading, will be posted on Blackboard and discussed in class.

Class participation and attendance: Attendance every day and active class participation are essential components of this class. On Blackboard, I have posted a grading rubric that outlines my specific expectations. In sum, everyone should arrive prepared to have thoughtful and energetic discussions about the class material. If generally you are shy in classes you should see me immediately so I can help you overcome that fear of speaking out. Here are four specific things you should do to prepare to participate in class each day.

- Read the discussion questions I will post on Blackboard for each class topic.
- Do the readings while thinking about the discussion questions.
- Prepare some notes on the discussion questions, and bring them to class.
- Bringing the readings with you to class is not required but will be very useful.

Policy memo: This assignment will ask you to write a policy memo proposing a reform that could improve the work of a specific government bureaucracy that you choose. You will incorporate popular and scholarly sources into the paper, as well as a data visualization. As part of this assignment, I will show you how to present those visualizations and how to write persuasively and clearly about them.

Exams: Class exams will contain objective questions and also short answer questions that call for a brief paragraph response. In fairness to everyone, students who arrive late for an exam may not work overtime. The only valid reasons for missing and rescheduling an exam are due to a documented illness, religious observance, a grave family emergency, a W&M-sponsored travel commitment that you have discussed with me before the exam, or, during final exams only (as W&M allows), you have several exams in a row. If you miss an exam for another reason you can take a makeup exam for which the maximum grade you can earn is a C (75%).

Optional extra credit for participating in the GOVT Omnibus Study: The Department of Government runs a collaborative subject pool for survey and experimental research conducted by students and faculty. To help introduce you to the field of political science and earn extra credit for this course, you will have the opportunity to participate as a subject in a research project this semester. Doing so will contribute to the efforts of your fellow W&M students and faculty members in Government. Completing the requirements to earn extra credit will involve taking a survey and possibly participating in a session with student or faculty researchers. Typically, the commitment is about an hour of your time. An alternative assignment will be offered to students who do not want to participate in the Omnibus Project or who are not old enough to participate (you must be 18 years of age), but who still would like to seek extra credit. The maximum amount of extra credit available is 1 percentage point toward your final semester grade.

3.3 Accommodations for students with disabilities

William & Mary accommodates students with disabilities in accordance with federal laws and university policy. Any student who feels she or he may need an accommodation based on the impact of a learning, psychiatric, physical, or chronic health diagnosis should contact Student Accessibility Services (SAS) staff at 221-2509 or at sas@wm.edu. An official letter from SAS is required before students can receive an accommodation.

3.4 *Appropriate use of technology in class*

Please do not let your phones, laptops, or other electronic devices distract you, your fellow classmates, or me during our in-class work. Students who use electronic devices in class inappropriately suggest that they possess neither the intellectual focus nor the respect for others needed to do real professional work. Such behavior will undercut your attendance and participation grade in this class. Further, a mounting body of research has shown that students learn less when they rely on laptops and other electronic devices for note-taking in class. I would strongly encourage you to consider taking hand-written notes, as your grade will likely improve as a result because you will be more engaged in class each day.

3.5 *Academic misconduct*

I begin by assuming academic misconduct will not become an issue in this class. Still, for any questions about policies regarding cheating, plagiarism, or other types of academic dishonesty please see the William & Mary Honor Council's web site and the discussion of the Honor Code in the Student Handbook. If I discover a student cheating I will initiate an Honor Council proceeding and, at a bare minimum, recommend that the student receive an F for the course.

3.6 *What you can expect from me*

So far I have described what I expect from you. But what can you expect from me? Several things. First, I will not ask you to do things that waste your time. I am convinced that students respond best when professors encourage them to think hard about interesting ideas and questions. I will work all semester to create that kind of environment. Second, I will give you lots of honest feedback in class discussions, office hours, email exchanges, and on your written work. Finally, I promise to treat you with respect. I anticipate that we will sometimes disagree about government and politics this semester. In fact, I hope we do because that will make the course more interesting. I will not penalize you if you do not embrace my political beliefs, nor will I reward you simply because we happen to agree on political matters.

4. **Schedule**

- We will adjust this schedule as needed.
- BB = Required reading is posted on Blackboard. Occasionally, I will post other readings, or simply email them to the class list. Those additional readings will be optional.

4.1. *How to situate the bureaucracy in the American political system?*

Th 1/19	Course introduction
T 1/24	The demands of democracy and the imperatives of bureaucracy <ul style="list-style-type: none">• Meier & O'Toole. Ch. 1 Governance and the bureaucracy problem.• Wilson. Ch. 18. Rules.
Th 1/26	Public bureaucracy and private bureaucracy <ul style="list-style-type: none">• Wilson. Ch. 17 Problems; Ch. 19 Markets.
T 1/31	Bureaucracy and governance <ul style="list-style-type: none">• BB. Laurence J. O'Toole and Kenneth J. Meier. 2011. Ch. 1 [excerpt]. Public management and performance: An evidence-based perspective. <i>Public Management: Organizations, Governance, and Performance</i>. pp. 23-28.• Meier & O'Toole. Appendix. A specific model of governance. pp. 155-157.• BB. Pamela Varley. 2012. Ch. 2 Sea change: Rewriting the rules for port security. In John D. Donahue and Mark H. Moore (eds.), <i>Ports in a Storm: Public Management in a Turbulent World</i>. pp. 14-24.

Th 2/2	<p>Reform impulses</p> <ul style="list-style-type: none"> • BB. Paul C. Light. 2006. The tides of reform revisited: Patterns in making government work, 1945-2002. <i>Public Administration Review</i> 66(1): 6-19. • BB. Executive Summary (pp. 1-21) of City of Chicago, Police Accountability Task Force. 2016. Recommendations for Reform. https://chicagopatf.org/wp-content/uploads/2016/04/PATF_Final_Report_4_13_16-1.pdf
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4.2. What is the bureaucracy, exactly?

T 2/7	Policy memo expectations and writing discussion
Th 2/9	<p>People</p> <ul style="list-style-type: none"> • Wilson. Ch. 1 Armies, prisons, schools; Ch. 2 Organization matters. • BB. ABC News, May 18, 2016. Rikers Island officer describes what a day is like for him at the jail. http://abcnews.go.com/US/rikers-island-officer-describes-day-jail/story?id=39173829. • BB. Serial. Season Two: Episode 02. The Golden Chicken. Listen to the discussion from 35:00-43:30. https://serialpodcast.org/season-two/2/the-golden-chicken. This podcast describes the US military's efforts to search for U.S. Army soldier Bowe Bergdahl, who disappeared from his unit in Afghanistan and was captured by the Taliban.
T 2/14	<p>People (cont.)</p> <ul style="list-style-type: none"> • Herman B. Leonard and Mark H. Moore. 2012. Ch. 5 [excerpt]. Pursuing public value: Frameworks for strategic analysis and action. In John D. Donahue and Mark H. Moore (eds.), <i>Ports in a Storm: Public Management in a Turbulent World</i>. pp. 84-105. • BB. James M. Cole, Deputy Attorney General. August 29, 2013. Memorandum for All United States Attorneys. Subject: Guidance Regarding Marijuana Enforcement. http://www.justice.gov/iso/opa/resources/3052013829132756857467.pdf.
Th 2/16	<p>Government organizations</p> <ul style="list-style-type: none"> • Wilson. Ch. 9 Compliance.
T 2/21	<p>Government organizations in networks</p> <ul style="list-style-type: none"> • Meier & O'Toole. Ch. 2 Democracy and political control of the bureaucracy; Ch. 3 Structural barriers to political control. • BB. Daniel Wagner. 2012. Behind on child support, some could lose their only income. <i>Washington Post</i>. February 27. <p style="text-align: center;">*POLICY MEMO IDEA DESCRIPTION DUE BY 5:00PM*</p>
Th 2/23	<p>Challenges to network management</p> <ul style="list-style-type: none"> • Wilson. Ch. 10 Turf; Ch. 12 Innovation. • BB. Martha Derthick. 2007. Where federalism didn't fail. <i>Public Administration Review</i>. Vol. 67. Special Issue on Administrative Failure in the Wake of Hurricane Katrina: 36-47.
T 2/28	<p>Criteria for choosing among different bureaucratic forms</p> <ul style="list-style-type: none"> • BB. Christopher K. Leman. 2002. Ch. 2 [excerpt]. Direct government. In Lester M. Salamon (ed.), <i>The Tools of Government</i>. pp. 48-49 and 61-64.
Th 3/2	*MIDTERM EXAM IN CLASS*

Tuesday, March 7 and Thursday, March 9 – No class due to spring break.

4.3. What influences how bureaucrats think?

T 3/14	<p>Bounded rationality</p> <ul style="list-style-type: none"> • BB. Herbert A. Simon. 1997. Commentary on Chapter V [excerpt]: The psychology of administrative decisions. <i>Administrative Behavior</i> (4th ed.). pp. 118-129. Hear Simon in his own words at this link: https://www.youtube.com/watch?v=ErnWbP_Wztk. • Wilson. Ch. 6 Culture. • BB. John Villasenor and Benjamin Wittes. 2012. Regulating domestic drones on a deadline. <i>Washington Post</i>. April 20.
Th 3/16	<p>Policy memo data visualization discussion Circumstances</p> <ul style="list-style-type: none"> • Wilson. Ch. 2 Organizations (re-read pp. 25-27); Ch. 6 Culture (re-read pp. 109-110); Ch. 3 Circumstances.
T 3/21	<p>Beliefs</p> <ul style="list-style-type: none"> • Wilson. Ch. 4 Beliefs.
Th 3/23	<p>Ascriptive characteristics and representative bureaucracy</p> <ul style="list-style-type: none"> • Meier & O'Toole. Ch. 4 Political control versus bureaucratic values. • BB. Mark Bradbury and J. Edward Kellough. 2011. Representative bureaucracy: Assessing the evidence on active representation. <i>American Review of Public Administration</i> 41(2): 157-167.
T 3/28	<p>Performance demands</p> <ul style="list-style-type: none"> • Meier & O'Toole. Ch. 5 Inside the bureaucracy: Principals, agents, and bureaucratic strategy. <p style="text-align: center;">*POLICY MEMO ANNOTATED SOURCES DUE BY 5:00PM*</p>

4.4. How do other government institutions try to influence the bureaucracy?

Th 3/30	<p>Executive branch</p> <ul style="list-style-type: none"> • Wilson. Ch. 14 Presidents.
T 4/4	<p>Legislative branch</p> <ul style="list-style-type: none"> • Wilson. Ch. 13 Congress.
Th 4/6	<p>Presidential and congressional tug-of-war: Immigration policy debate</p> <ul style="list-style-type: none"> • BB. Max Ehrenfreund. 2014. Your complete guide to Obama's immigration executive action. <i>Washingtonpost.com</i>. November 20. https://www.washingtonpost.com/news/wonk/wp/2014/11/19/your-complete-guide-to-obamas-immigration-order/. • BB. Lyle Denniston. 2016. The immigration case, made simple. February 5. http://www.scotusblog.com/2016/02/the-immigration-case-made-simple/. • BB. Brief for the Petitioners [this is the U.S. Government's argument in the case supporting Obama's actions]. Filed March 1, 2016. http://www.scotusblog.com/wp-content/uploads/2016/03/15-674tsUnitedStates.pdf. Focus on pp. 2-12 and 73-76. • BB. Brief for the Respondents [this is the brief from Texas and the other states that have challenged Obama's actions]. Filed March 28, 2016. http://www.scotusblog.com/wp-content/uploads/2016/03/15-674_ts_Texas.pdf. Focus on pp. 2-14 and 71-76
T 4/11	<p>Judicial branch</p> <ul style="list-style-type: none"> • Wilson. Ch. 15 Courts. • BB. Jerry L. Mashaw. 2010. Ch. 24 [excerpt]. Bureaucracy, democracy, and judicial review. In Robert Durant (ed.), <i>The Oxford Handbook of American Bureaucracy</i>. pp. 569-573.

4.5 How does the public interact with the bureaucracy?

Th 4/13	Organized interests <ul style="list-style-type: none"> Wilson. Ch. 5 Interests; Ch. 11 [excerpt] Strategies (read pp. 202-205)
T 4/18	Rulemaking and attentive publics <ul style="list-style-type: none"> BB. Jason Webb Yackee and Susan Webb Yackee. 2006. A bias towards business? Assessing interest group influence on the U.S. bureaucracy. <i>Journal of Politics</i> 68(1): 128-139. BB. Mark Walsh. 2016. Restroom guidance: A thorny study in administrative law. <i>Education Week</i>. June 7.
Th 4/20	Participatory bureaucracy <ul style="list-style-type: none"> BB. Susan M. Moffitt. 2014. Preface (pp. xi-xiv); Ch. 8 [excerpt] The impact of public advice (pp. 204-215). <i>Making Policy Public: Participatory Bureaucracy in American Democracy</i>.

Friday, April 21. POLICY MEMO DUE BY 5:00pm

T 4/25	Administrative burden <ul style="list-style-type: none"> BB. Donald Moynihan, Palema Herd, and Hope Harvey. 2015. Administrative burden: Learning, psychological, and compliance costs in citizen-state interactions. <i>Journal of Public Administration, Research, and Theory</i> 25(1): 43-69. [NOTE: Read pp. 43-53 (stop before the section on Medicaid in Wisconsin)] BB. Joe Soss. 1999. Lessons of welfare: Policy design, political learning, and political action. <i>American Political Science Review</i> 93(2): 363-380.
Th 4/27	Some generalizations <ul style="list-style-type: none"> Wilson, Ch. 20 Bureaucracy and the public interest. Meier & O'Toole, Ch. 6. Democracy, bureaucracy, and modern governance. Required: pp. 121-125 and 131-138. Optional: pp. 145-152. This optional section will be of interest to those of you who are considering pursuing further research in areas related to our work this semester.

4.6 Final exam schedule

You must take the exam with your regular section unless you clear a change with me first.

- Wednesday, May 3 at 2:00pm: GOVT 351-02 (11:00am section)
- Monday, May 8 at 9:00am: GOVT 351-01 (9:30am section)