

Leiden University College, The Hague (2018-2019)
Politics of the Policy Process:
Varieties of Bureaucracy and Governance Outcomes

Level: 200

Credits: 5 ECTS

Time: Tuesday 15:00-16:50 Friday 13:00-14:50

Place: Room 3.02

Course Instructor: Dr. Kohei Suzuki

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Office Hours: To be arranged via email

1. Introduction

This course focuses on the roles bureaucracy plays in the policy process with a comparative perspective. We will examine varieties in features of public bureaucracies and their effects on various governance outcomes. Despite its importance, contemporary political science has paid relatively little attention to the executive branches and their bureaucracies (Fukuyama 2013). However, scholarly research in the last two decades has rediscovered bureaucracy and has identified the significant role bureaucracy plays in shaping public policies, their implementation, and the related socioeconomic outcomes. The course will consider both cross-national and sub-national comparisons. In particular, the course focuses on four aspects of bureaucratic features in the policy process, including 1) administrative structures and traditions, 2) size of government, 3) bureaucratic representation, and 4) managerial capacity.

This class consists of three parts. The first part looks at the definition of public administration and bureaucracy and explains why we need to consider public bureaucracy closely, drawing on classic and recent literature. The second part of the course touches on the basics of research design. This is mainly for the final paper assignment, in which students are asked to write a research paper proposal. The third part addresses key differences in the variety of bureaucracies and looks at how bureaucratic features differ along several dimensions, and how such variations are associated with different governance outcomes.

2. Learning objectives

Content

- Identify the importance of bureaucracies in various governance and societal outcomes
- Explain varieties in bureaucratic systems around the world
- Describe how different features of bureaucracies are associated with different outcomes

Skills

- Practice research design skills in the field of public administration and political science
- Applying major concepts and theoretical frameworks in comparative bureaucracy to real world issues pertaining to bureaucracy
- Practice and develop presentation skills

3. Reading Materials

- The course does not follow a single text across all sessions. Instead, each class session will consist of 2-4 mandatory readings. Most readings are available for students via Leiden University Library or accessible websites. Readings with (*) are provided by the instructor.

4. Teaching Methods

This course will be taught through a mix of mini-lectures by the instructor, student presentations, group discussion, and class discussion facilitated by students.

5. Assessment Methods

- Students' performance is assessed based on the following table.

Required work	Percentage
Class attendance and participation	15%
Mini presentation and discussion leader	15%
Assignments	30% (3x10 %)
Final paper presentation	10%
Final paper	30%
Total	100%

Class attendance and participation

-Class attendance

- Students are required to attend all class sessions based on the LUC policy. **Students can miss up to two class sessions out of 14 in case of illness, family circumstances, or other significant reasons. Students who miss more than two sessions need to show documents to prove extenuating circumstances.** If a student is over ten minutes late, or if a student leaves a class early without permission of the instructor, she/he will be counted as absent for that class meeting. If a student misses more than 50% of the classes, the student will fail the course regardless of the reasons.

-Class participation (15%)

- The participation grade means more than just being in class. **Students are expected to actively participate in class discussions and activities.** The following is what class participation means in this class and class participation points are given based on this criteria:
 - Completing reading assignments in advance and being ready for class discussion
 - In class and small group discussions,
 - Attempting to answer a question (you do not need to answer correctly, but you need to make a serious attempt)
 - Proactively participating in class discussion, sharing ideas, observations, and personal experience
 - *Proactive participation means that students are expected to participate before they get called on by the instructor
 - Synthesizing and relating the ideas of others
 - Generating potential solutions

- Positively contributing to small group discussion
- Helping others develop their views and ideas
- **Final participation grade is given based on the instructor's evaluation (70% of the participation grade) and students' peer-review evaluation of other students (30%).**

Mini presentation and discussion leader (15%)

- In each class session except the first session, research design, and presentation session, students will be expected to present a summary of the main ideas and arguments of the assigned readings with the class and lead a class discussion. In the first session, you will decide on which date you will present. **You are expected to use a power point slide show or prepare a summary handout of your presentation. Your presentation should include 1) a summary of the main arguments of the assigned readings, 2) critiques of the readings, and 3) 4-6 discussion questions. The discussion leader should spend around 15 minutes in the presentation, and then lead the class discussion.** The discussion questions include but are not limited to 1) how the concepts and ideas of the assigned readings are related to "real world" issues, 2) practical implications of the readings, 3) further research questions stimulated by the readings.

Assignments (3x10 %)

- Students are required to write three short written assignment (Max 600 words including foot/end notes, but excluding references) regarding the assigned readings and class discussion. The purpose of this assignment is to let students apply the theories and concepts of the readings to a specific real-world issue. The memo should include:
 - Main argument of your selected readings (one or two readings)
 - Specific real world issue or case of your choice
 - Discussion of how the theories and concepts of your choice help explicate the issue or case selected and provide a new perspective or shed light on a neglected issue.
- All assignments should be submitted via Blackboard.
- **Deadline**
 - **First assignment: April 18, 20:00**
 - **Second assignment: May 3, 20:00**
 - **Third assignment: May 17, 20:00**

Final paper (30%)

- One of the main final goals of this course is to provide students with an opportunity to begin your independent research or bachelor thesis. To this end, students are required to write a research proposal based on appropriate research designs in social science. Students are expected to select their own topic of interest related to the class contents and write a research proposal (max word count 3000, including foot/endnotes, but excluding references). Final papers should be submitted via Blackboard. **Deadline for the final research proposal paper is June 5, 20:00 via Blackboard.**
- **Students are asked to present own research idea and receive feedback from other students on May 10. This presentation is non mandatory and therefore not graded. But, students are strongly encouraged to present in class.**

Final paper presentation (10%)

- Students will orally present their own research proposal at the end of the semester. You are expected to present important components of your research proposal and respond to questions from other classmates and the instructor. You are also expected to serve as a discussant for one other classmates' research paper and provide critiques and feedback to the student. **The presentation is scheduled for the class session on May 28. Your presentation (5%) and discussant role (5%) will be evaluated.**

6. Class Policies

- Students can use **laptop computers**, but they are not expected to use them for social media, e-mail, shopping, or other purposes that are not related to the class activities.
- **Late work** is not accepted in general. In order to qualify for an extension, you must be able to document that you were subject to extenuating circumstances for a substantial period of time before the due date (not just a few days before).
- A note on behaviour: If you have a disagreement about some aspect of the course proceedings the instructor kindly asks you to speak to me after the end of the class or send me an email.
- **Plagiarism** is unacceptable. Assignments that include plagiarism will not be graded, and cases of plagiarism will be reported to the LUC.
 - “Generally, plagiarism is understood as presenting, intentionally or otherwise, someone else’s words, thoughts, analyses, argumentations, pictures, techniques, computer programmes, etc., as your own work. Most students will understand that cutting and pasting is not allowed without mentioning the source of the material, but plagiarism has a wider meaning. Paraphrasing someone else’s texts, e.g. by replacing a few words by synonyms or interchanging some sentences is also plagiarism. Even reproducing in your own words a reasoning or analysis made by someone else may constitute plagiarism if you do not add any content of your own; in so doing, you create the impression that you have invented the argumentation yourself while this is not the case. The same still applies if you bring together bits of work by various authors without mentioning the sources”.

Please see Leiden University, How to avoid plagiarism

<https://www.universiteitleiden.nl/binaries/content/assets/algemeen/onderzoek/plagiarism.pdf>

7. Weekly Overview

	Date	Topic	Readings	Deadline
1	9-Apr	Introduction		
2	12-Apr	What is public administration?	Wilson (1887), Meier&Hill (2009), Peters (2001)-Ch.1	
3	16-Apr	Rediscovery of bureaucracy	Evans & Rauch (1999), Olsen (2006), Fukuyama (2013)	
	19-Apr	No class (Good Friday)		Assignment 1 (April 18, 20:00)
4	23-Apr	Research design	Toshkov (2016) p1-67, Barasko et al. (2014)-Ch.2	
5	26-Apr	Research design	Barasko et al. (2014)-Ch.4,6,7	
6	30-Apr	Quality of Government and Governance Outcomes	Rothstein & Teorell (2008), Holmberg et al. (2009), Rothstein (2011)-Ch.4	
7	3-May	Meritocracy, Politicization, and Governance Outcomes I	Pardo (2011), Dahlström & Lapuente (2017)-Ch.1-2	Assignment 2 (May 3, 20:00)
8	7-May	Meritocracy, Politicization, and Governance Outcomes II	Cornell & Grimes (2015), Dahlström et al. (2012), Suzuki & Demircioglu (2018)	
9	10-May	Final paper session		
10	14-May	Administrative traditions	Painter & Peters (2010)-Ch.1,2,11, Meyer-Sahling & Yesilkagit (2011), Aoki (2015)	
11	17-May	Government size and civil society	Bartels et al. (2013), Stadelmann-Steffen (2011), Suzuki (2018)	Assignment 3 (May 17, 20:00)
12	21-May	Gender representation	Meier & Melton (2014), Holmberg & Rothstein (2012)-Ch.12, Stensöta (2018), Suzuki & Avellaneda (2018)	
13	24-May	Managerial characteristics, expertise, and performance	Avellaneda (2016), Avellaneda & Olvera (2018)	
14	28-May	Final presentation (last session)		Final paper (June 5, 20:00)

Session 1: Introduction (April 9)

No required reading.

Session 2: What is public administration? (April 12)

- Wilson, Woodrow. 1887. "The study of administration." *Political science quarterly* 2 (2):197-222.
- Meier, Kenneth J, and Gregory C Hill. 2009. Bureaucracy in the twenty-first century. In *The Oxford Handbook of Public Management*, edited by Ewan Ferlie, Laurence E Lynn Jr and Christopher Pollitt: Oxford University Press.
- Peters, Guy. 2001. *The Politics of Bureaucracy*. Fifth edition ed. London: Routledge. **(Chapter 1)**

Session 3: Rediscovery of bureaucracy (April 16)

- Evans, Peter, and James E Rauch. 1999. "Bureaucracy and growth: A cross-national analysis of the effects of" Weberian" state structures on economic growth." *American sociological review* 64 (5):748-765.
- Olsen, Johan P. 2006. "Maybe it is time to rediscover bureaucracy." *Journal of public administration research and theory* 16 (1):1-24.
- Fukuyama, Francis. 2013. "What is governance?" *Governance* 26 (3):347-368.

Session 4: Research design 1 (April 23)

- Toshkov, Dimitar. 2016. *Research design in political science*: Macmillan International Higher Education. **(p.1-67)**
- Barasko, M, D Sabet, and B Schaffner. 2014. *Understanding Political Science Research Methods*: New York: Routledge. **(Chapter 2, The Research Question)**

Session 5: Research design 2 (April 26)

- Barasko, M, D Sabet, and B Schaffner. 2014. *Understanding Political Science Research Methods*: New York: Routledge. **(Chapter 4, 6, 7)**

Session 6: Quality of government and governance outcomes (April 30)

- Rothstein, Bo, and Jan Teorell. 2008. "What is quality of government? A theory of impartial government institutions." *Governance* 21 (2):165-190.
- Holmberg, Sören, Bo Rothstein, and Naghmeh Nasiritousi. 2009. "Quality of government: What you get." *Annual review of political science* 12:135-161.
- (*) Rothstein, Bo. 2011. *The Quality of Government : Corruption, Social Trust, and Inequality in International Perspective*. Chicago, USA: University of Chicago Press. **(Chapter 4)**

Session 7: Bureaucratic structures and governance outcomes I (May 3)

- Pardo, María del Carmen. 2011. "Civil Service." In *International Encyclopedia of Political Science*, edited by Bertrand Badie, Dirk Berg-Schlosser and Leonardo Morlino, 255-259. Thousand Oaks, California: SAGE Publications, Inc.
- Dahlström, Carl, and Victor Lapuente. 2017. *Organizing the Leviathan: How the relationship between politicians and bureaucrats shapes good government*. Cambridge: Cambridge University Press. **(Chapters 1-2)**

Session 8: Bureaucratic structures and governance outcomes II (May 7)

- Cornell, Agnes, and Marcia Grimes. 2015. "Institutions as Incentives for Civic Action: Bureaucratic Structures, Civil Society, and Disruptive Protests." *The Journal of Politics* 77 (3):664-678.
- Dahlström, Carl, Victor Lapuente, and Jan Teorell. 2012. "The merit of meritocratization: Politics, bureaucracy, and the institutional deterrents of corruption." *Political Research Quarterly* 65 (3):656-668.
- Suzuki, Kohei, and Mehmet Akif Demircioglu. 2018. "The Association Between Administrative Characteristics and National Level Innovative Activity: Findings from a Cross-National Study." *Public Performance & Management Review*:1-35.

Session 9: Final paper session (May 10)

Student presentation of final paper idea (presentation is not mandatory, but strongly encouraged)

Session 10: Administrative traditions (May 14)

- (*) Painter, M., and B. Peters, eds. 2010. *Tradition and Public Administration*. UK: Palgrave Macmillan. **(Chapters 1, 2, 11)**
- Meyer-Sahling, Jan-Hinrik, and Kutsal Yesilkagit. 2011. "Differential legacy effects: three propositions on the impact of administrative traditions on public administration reform in Europe East and West." *Journal of European Public Policy* 18 (2):311-322.
- Aoki, Naomi. 2015. "Let's Get Public Administration Right, But in What Sequence?: Lessons from Japan and Singapore." *Public administration and development* 35 (3):206-218.

Session 11: Size of government and civil society (May 17)

- Bartels, Koen PR, Guido Cozzi, and Noemi Mantovan. 2013. "'The Big Society,' Public Expenditure, and Volunteering." *Public Administration Review* 73 (2):340-351.
- Stadelmann-Steffen, Isabelle. 2011. "Social volunteering in welfare states: Where crowding out should occur." *Political Studies* 59 (1):135-155.
- Suzuki, Kohei. 2018. "Government retrenchment and citizen participation in volunteering: A cross-national analysis of OECD countries." *Public Policy and Administration*.

Session 12: Gender representation (May 21)

- Meier, Kenneth J, and Erin K Melton. 2014. "Bureaucratic Representation and Responsiveness." In *The Oxford Handbook of Racial and Ethnic Politics in the United States*, edited by David L. Leal, Taeku Lee and Mark Sawyer.
- (*) Holmberg, Sören, and Bo Rothstein. 2012. *Good government: The relevance of political science*. Cheltenham, UK: Edward Elgar Publishing. **(Chapter 12)**
- (*) Stensöta, Helena. 2018. "Corruption and Female Representation in the Bureaucracy." In *Gender and Corruption*, 127-144. Springer.
- Suzuki, Kohei, and Claudia N. Avellaneda. 2018. "Women and risk-taking behaviour in local public finance." *Public Management Review* 20 (12):1741-1767.

Session 13: Managerial capacity, expertise, and performance (May 24)

- Avellaneda, Claudia N. 2016. "Government Performance and Chief Executives' Intangible Assets: Motives, Networking, and/or Capacity?" *Public Management Review* 18 (6):918-947.
- Avellaneda, Claudia N, and Johabed G Olvera. 2018. "Chief executives' approval of immigrants: Evidence from a survey experiment of 101 Latin American and Caribbean mayors." *Journal of Behavioral Public Administration* 1 (1).

Session 14: Final presentation (May 28)

Final presentation session