

RUTGERS, THE STATE UNIVERSITY OF NEW JERSEY
Bloustein School of Planning and Public Policy

762:624 PLANNING, PUBLIC POLICY, AND SOCIAL THEORY
Monday, 9:50 - 12:30 Civic Square, Room 168

Robert W. Lake
Fall 2011

OFFICE HOURS: Monday, 2-4 p.m., or by appointment.
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PURPOSE AND GOALS:

A possible starting definition suggests that planning and policy-making entail attempts “to transform reality according to the ideas and images of what we think reality ought to be” (Sack, 2003, p. 4).^{*} Much of planning and policy education takes something like this definition as given and offers instruction in how to carry out such transformation. Typical questions involve how to prepare better plans, design better or more affordable housing, engineer more efficient transportation systems, or create healthier or more aesthetically pleasing environments; how to select among alternative transformation strategies and options; how to implement the chosen transformations; and (sometimes) how to evaluate the results.

Hidden within this definition are complex and contentious assumptions and premises that pose substantial challenges to the conduct of planning and public policy. This seminar works backward from the above definition to deconstruct some of the theoretical building-blocks underlying the idea and practice of planning and policy formation. How does theory affect our understanding of reality and our vision of what reality ought to be? Is there a universally recognizable reality or does reality depend on our individually unique vantage points? If the latter, whose reality are we to transform, and whose “ideas and images” define the goals of such transformation? How do technology and expertise alter our intentions, perceptions, understandings, and methods? How do power relations channel and deflect the transformative process? Through what institutional structure, including the state, is the transformation of reality accomplished, and with what consequences? Who is the “we” that decides “what we think reality ought to be?” How are class, race, ethnicity, gender and other vectors of difference and identity accommodated in decision-making, and is this process compatible with the democratic ideal? How do ethics, morality, and values enter the decision-making process? And finally, what are the implications of these questions for theory-building, for social science inquiry, and for the practice of planning and public policy?

Fortunately, we can draw from an extensive literature broadly characterized as “social theory” in attempting to answer these questions. Broadly speaking, this literature is “social” because it situates the transformative act as a collective project and it is “theoretical” because it offers a framework or approach to guide understanding. This seminar will read selectively within the “social theory” literature to help us define issues and assemble tools necessary to address these fundamental questions for planning and public policy.

^{*} Robert Sack. 2003. *A Geographical Guide to the Real and the Good*. New York: Routledge.

REQUIREMENTS:

1. Reading and active participation in seminar discussions (40%). At the beginning of each weekly meeting, each seminar participant will identify (a) question(s) or issue(s) pertaining to the week's readings, which will be listed on the board as our discussion agenda for the week.
2. Completion of four written essays (6 -10 pages each) discussing and evaluating the weekly readings (40%). You may select readings for **any four weeks** during the semester as the subject of your review essays but you must submit four essays prior to the last class meeting. Guidelines for preparing these essays will be distributed at the first class meeting. Your essays should not merely summarize the readings; rather, they should offer a critical assessment of, and engagement with, ideas or issues in the readings. Papers are due **at the beginning** of the class session when the reading is discussed. Essays should be typed, double-spaced, and must conform to acceptable standards of grammar, punctuation, and citation format.
3. Take-home final exam (date to be announced) (20%).

REQUIRED READINGS

The following books are available at the Rutgers Bookstore (Ferren Deck). I may distribute additional readings from time to time to augment (or disrupt) our discussions.

Dewey, John. 1927. *The Public and its Problems*. Athens, OH: Ohio University Press.

Fischer, Frank. 2000. *Citizens, Experts, and the Environment: The Politics of Local Knowledge*. Durham: Duke University Press.

Flyvbjerg, Bent. 1998. *Rationality and Power: Democracy in Practice*. Chicago: University of Chicago Press.

Flyvbjerg, Bent. 2001. *Making Social Science Matter: Why Social Inquiry Fails and How It Can Succeed Again*. Cambridge: Cambridge University Press.

Jessop, Bob. 2002. *The Future of the Capitalist State*. Cambridge: Polity Press.

Mitchell, Timothy. 2002. *Rule of Experts: Egypt, Techno-Politics, Modernity*. Berkeley: University of California Press.

O'Connor, Alice. 2001. *Poverty Knowledge: Social Science, Social Policy, and the Poor in Twentieth-Century U.S. History*. Princeton, NJ: Princeton University Press.

Polanyi, Karl. 1944 (2001). *The Great Transformation: The Political and Economic Origins of Our Time*. Boston: Beacon Press.

Young, Iris. 2000. *Inclusion and Democracy*. NY: Oxford University Press.

CLASS SCHEDULE

**September 8
(Thursday)**

INTRODUCTION AND OVERVIEW

Aims – definitions – ground rules – essay guidelines – readings – knowledge and power – theory and method – theory or Theory?

Additional reading:

- Latour, Bruno. 2004. "Why has critique run out of steam? From matters of fact to matters of concern." *Critical Inquiry* 30: 225-248.
- Levine, George, ed. 1993. *Realism and Representation: Essays on the Problem of Realism in Relation to Science, Literature, and Culture*. Madison: University of Wisconsin Press.
- Pryke, Michael; Rose, Gillian; and Whatmore, Sarah. 2003. *Using Social Theory: Thinking Through Research*. London: Sage Publications.
- Rorty, Richard. 1999. "The humanistic intellectual: eleven theses." In *Philosophy and Social Hope*. NY: Penguin Books, pp. 127-130.

September 12

KNOWLEDGE, TECHNOLOGY, POWER, AND POLICY

Read: Timothy Mitchell, *Rule of Experts*, pages 1 – 119.

Abstraction – generalization – representation – case study – complexity – human and non-human actors – agency – politics of expertise – law (and order) – calculability and quantification – economy and policy

Additional reading:

- Fischer, Frank. 2009. *Democracy and Expertise: Reorienting Policy Inquiry*. NY: Oxford University Press.
- Foucault, Michel. 1978 [1991]. "Governmentality." In G. Burchell, C. Gordon, and P. Miller, eds. *The Foucault Effect*. Chicago: University of Chicago Press, pp. 87-104.
- Jazeel, Tariq and McFarlane, Colin. 2010. "The limits of responsibility: a postcolonial politics of academic knowledge production." *Transactions of the Institute of British Geographers* 35: 109-124.
- Mitchell, Timothy. 2006. "Rethinking economy." *Geoforum* 39: 1116-1121.
- Scott, James C. 1998. *Seeing Like a State*. New Haven, CT: Yale University Press.

September 19

CONSTRUCTING THE SUBJECT

Read: Timothy Mitchell, *Rule of Experts*, pages 123 – 303.

Defining the subject – analyst's relation to the subject – positionality – representation and interpretation – types of knowledge – nationhood – development – capitalism – markets

Additional reading:

- Auyero, Javier. 2003. *Contentious Lives: Two Argentine Women, Two Protests, and the Quest for Recognition*. Durham, NC: Duke University Press.
- Blaut, James. 1993. *The Colonizer's Model of the World*. NY: Guilford.
- Legg, Stephen. 2005. "Foucault's population geographies: classifications, biopolitics and governmental spaces." *Population, Space and Place* 11: 137-156.

Raco, Mike. 2003. "Governmentality, subject-building, and the discourses and practices of devolution in the UK." *Transactions of the Institute of British Geographers* 28: 75-95.

Sen, Amartya. 1999. *Development as Freedom*. NY: Alfred A. Knopf.

September 26

POWER, POLITICS, POLICY, AND PLANNING

Read: Bent Flyvbjerg, *Rationality and Power*.

Power – rationality vs. rationalization – politics – democracy – resistance – knowledge – expertise

Additional reading:

Dahl, Robert. 1961. *Who Governs? Democracy and Power in an American City*. New Haven, CT: Yale University Press.

Forester, John. 1989. *Planning in the Face of Power*. Berkeley: University of California Press.

Gaventa, John. 1980. *Power and Powerlessness: Quiescence and Rebellion in an Appalachian Valley*. Urbana: Univ. of Illinois Press.

Lukes, Steven. 1974. *Power*. London: Macmillan.

October 3

STATES AND MARKETS

Read: Karl Polanyi, *The Great Transformation*, vii – xxxviii, 3 – 135.

Self-regulating markets – market and society – embeddedness – fictitious commodities – wealth and poverty – class

Additional reading:

Callon, M., ed. 1998. *The Laws of the Markets*. Oxford: Blackwell.

Fine, Ben and Lapavistas, Costas. 2000. "Markets and money in social theory: what role for economics?" *Economy and Society* 29: 357-382.

Haila, Anne. 2007. "The market as the new emperor." *International Journal of Urban and Regional Research* 31: 3-20.

Mitchell, Timothy. 2005. "The work of economics: How a discipline makes its world." *European Journal of Sociology* 45: 297-320.

Williams, Raymond. 1973. *The Country and the City*. NY: Oxford University Press.

October 10

STATE REGULATION

Read: Karl Polanyi, *The Great Transformation*, pages 136 – 268.

Laissez-faire – liberalism – regulation – planning – nationhood – freedom

Additional reading:

Agamben, Giorgio. 2005. *State of Exception*. Chicago: University of Chicago Press.

Booth, William. 1994. "On the idea of the moral economy." *American Political Science Review* 88: 653-667.

Sternberg, Ernest. 1993. "Justifying Public Intervention Without Market Externalities: Karl Polanyi's Theory of Planning in Capitalism." *Public Administration Review* 53: 100-109.

October 17

THE STATE–1

Read: Bob Jessop, *The Future of the Capitalist State*, pages 1 – 139.

State as a social relation – the capitalist state – state crisis – governance and metagovernance – welfare state to competition state – globalization

Additional reading:

Barrow, Clyde. 1993. *Critical Theories of the State*. Madison: University of Wisconsin Press.

Brenner, Neil. 2004. *New State Spaces: Urban Governance and the Rescaling of Statehood*. NY: Oxford University Press.

Hay, Colin. 1999. "Crisis and the structural transformation of the state: interrogating the process of change." *British Journal of Politics and International Relations* 1: 317-344.

Painter, Joe. 2006. "Prosaic geographies of stateness." *Political Geography* 25: 752-774.

October 24

THE STATE–2

Read: Bob Jessop, *The Future of the Capitalist State*, pages 140 – 276.

Social welfare policy – spatial scale, globalization, and the national state – governance systems – future form(s) of the state – state and capital

Additional reading:

Lake, Robert and Newman, Kathe. 2002. "Differential citizenship in the shadow state." *GeoJournal* 58: 109-120.

Mitchell, Kathryn. 2001. "Transnationalism, neo-liberalism, and the rise of the shadow state." *Economy and Society* 30: 165-189.

Offe, Claus. 1984. *Contradictions of the Welfare State*. London: Hutchinson.

Peck, Jamie. 2001. *Workfare States*. NY: Guilford.

October 31

THE PUBLIC INTEREST

Read: John Dewey, *The Public and its Problems*.

Pragmatism – private and public – defining the public – discovering the state – democracy – eclipse of the public – media – education – public relations – community

Additional reading:

Fung, Archon. 2004. *Empowered Participation: Reinventing Urban Democracy*. Princeton: Princeton University Press.

Dryzek, John. 1990. *Discursive Democracy*. NY: Cambridge University Press.

Gutmann, Amy and Thompson, Dennis. 2004. *Why Deliberative Democracy?* Princeton: Princeton University Press.

Shafir, Gershon, ed. 1998. *The Citizenship Debates*. Minneapolis: University of Minnesota Press.

Robbins, Bruce, ed. 1993. *The Phantom Public Sphere*. Minneapolis: University of Minnesota Press.

Uitermark, Justus and Duyvendak, Jan Willem. 2008. "Citizen participation in a mediated age: neighborhood governance in the Netherlands." *International Journal of Urban and Regional Research* 32: 114-134.

November 7

IDENTITY, DIFFERENCE, AND DEMOCRACY**Read: Iris Young, *Inclusion and Democracy*.**

Aggregative vs. deliberative democracy – structural inequality – differentiated solidarity – representation – participation – communicative practices – civil society – public sphere – spatial segregation – democracy and geographic scale

Additional reading:

- Benhabib, Seyla, ed. 1996. *Democracy and Difference: Contesting the Boundaries of the Political*. Princeton: Princeton University Press.
- Fraser, Nancy. 1989. *Unruly Practices: Power, Discourse and Gender in Contemporary Social Theory*. Minneapolis: University of Minnesota Press.
- Harper, Thomas and Stein, Stanley. 2006. *Dialogical Planning in a Fragmented Society*. New Brunswick, NJ: Center for Urban Policy Research Press.
- Sandercock, Leonie. 2003. *Cosmopolis II: Mongrel Cities in the 21st Century*. London: Continuum Publishers.
- Young, Iris. 1990. *Justice and the Politics of Difference*. Princeton: Princeton University Press.

November 14

POLITICS, POLICY-MAKING, AND THE POLICY PROCESS**Read: Alice O'Connor, *Poverty Knowledge*.**

Social science – politics of knowledge – politics of policy-making – agenda-setting – traditions and paradigms – poverty knowledge and social policy – the knowledge industry

Additional reading:

- Cassidy, John. 2006. "Relatively deprived: How poor is poor?" *The New Yorker*, April 3.
- Gans, Herbert. 1972. "The positive functions of poverty," *American Journal of Sociology* 78: 275-289.
- Goldsmith, William and Blakely, Edward. 2010. *Separate Societies: Poverty and Inequality in U.S. Cities*. 2nd edition. Philadelphia: Temple University Press.
- O'Connor, Alice. 2007. *Social Science for What?* NY: Russell Sage Foundation.
- Piven, Frances and Cloward, Richard. 1971. *Regulating the Poor: The Functions of Public Welfare*. NY: Vintage Books.
- Sen, Amartya. 1992. *Inequality Reexamined*. Oxford: Clarendon Press.

November 28

DEMOCRATIZING PLANNING AND POLICYMAKING**Read: Frank Fischer, *Citizens, Experts, and the Environment*.**

Democratic practice – citizenship – science – rationality – public sphere – forms of knowledge – advocacy vs. participation – participatory practices

Additional reading:

- Castells, Manuel. 1983. *The City and the Grassroots*. Berkeley: University of California Press.
- Insin, Engin. 2002. *Being Political: Genealogies of Citizenship*. Minneapolis: University of Minnesota Press.
- Mitchell, Don. 2003. *The Right to the City*. NY: Guilford.
- Mouffe, Chantal. 2005. *On the Political: Thinking in Action*. NY: Routledge.

- Nicholls, Walter. 2009. "Place, networks, space: theorizing the geographies of social movements." *Transactions of the Institute of British Geographers* 34: 78-93.
- Piven, Frances Fox. 2006. *Challenging Authority: How Ordinary People Change America*. Oxford: Rowman and Littlefield.
- Purcell, Mark. 2008. *Recapturing Democracy: Neoliberalization and the Struggle for Alternative Urban Futures*. NY: Routledge.
- Renn, Ortwin; Webler, Thomas; and Wiedemann, Peter, eds. 1995. *Fairness and Competence in Citizen Participation*. London: Kluwer.

December 5

THEORY, THINKING, AND KNOWING

Read: Bent Flyvbjerg, *Making Social Science Happen*.

Forms of inquiry – the possibility of theory – expertise, again – science, ethics, and common sense – voice – theory and method – “social” science

Additional reading:

- Fischer, Frank. 2003. *Reframing Public Policy: Discursive Politics and Deliberative Practices*. Oxford: Oxford University Press.
- Kuhn, Thomas. 1962. *The Structure of Scientific Revolutions*. Chicago: University of Chicago Press.
- Latour, Bruno. 2005. *Reassembling the Social: An Introduction to Actor-Network-Theory*. Oxford: Oxford University Press.
- Rorty, Richard. 1979. *Philosophy and the Mirror of Nature*. Princeton: Princeton University Press.
- Steinmetz, George, ed. 2005. *The Politics of Method in the Human Sciences*. Durham, NC: Duke University Press.

December 12

SUMMARY

Theory and metatheory – theory/method – knowledge and understanding – politics of calculability – categorical thinking – processual thinking – reflexive thinking – provisionality vs. expertise – theory as thoughtlessness – theory as liberation – on not knowing the answer

Additional reading:

- Bourdieu, Pierre. 1998. *Practical Reason: On the Theory of Action*. Stanford: Stanford University Press.
- Bourdieu, Pierre and Wacquant, Loic. 1992. *An Invitation to Reflexive Sociology*. Chicago: University of Chicago Press.
- Brenner, Neil. 2009. "What is critical urban theory?" *City* 13: 198-207.
- Minnich, Elizabeth. 2005. *Transforming Knowledge*. 2nd ed. Philadelphia: Temple University Press.
- Schon, Donald. 1995. *The Reflective Practitioner: How Professionals Think in Action*. Cambridge: Cambridge University Press.