

PSCI 3401 A
Canadian Public Administration
11:35 a.m. – 2:25 p.m., Wednesdays
(517 Southam Hall)

Instructor: David C.G. Brown

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Office Hours: Wednesdays, 2:30-4:00 p.m.

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Course description

The study of public administration is concerned with the executive activities of government. These are embodied in institutions, policy- and decision-making processes, and administrative functions that are structured by the written and unwritten Constitution and driven by economic, social, technological and political forces.

Canadian public administration has deep roots and broad scope. It is a Canadian application of the Westminster model, combining generic elements with distinctively Canadian features that have established Canada as an important public administration laboratory. While the federal government provides the largest and most diverse example, each of the thirteen provinces and territories has developed its own variant. Yet other experiences can be found in local government, in the emerging aboriginal public administration and in an extensive – and growing – range of interjurisdictional institutions and processes.

The course explores this public administration landscape. It begins by situating Canadian public administration in the Canadian constitutional and political context, followed by an overview of public administration theory. A discussion of the principles and tools involved in organizing and operating the machinery of government is followed by classes on each of the three major functional inputs to public administration: budgeting and financial management; human resources management; and management of information and technology. Two classes look at alternative forms of public administration – the more traditional roles of judicial and regulatory bodies and Crown corporations; and efforts to reform Canadian public administration, notably the influence of the New Public Management and initiatives such as Alternative Service Delivery and Public Private Partnerships. This leads to consideration of ethics, accountability and the relationship between public administration and politics. The final three classes discuss Canadian public administration in three increasingly important contexts: provincial and local government, aboriginal public administration, and the global environment.

The goal of the class is to provide a comprehensive understanding of public administration in Canada, its Canadian features and the forces that are shaping its future direction. While the focus is on the institutional environment, students will be encouraged to consider the range of factors that provide stability and drive change.

Structure for weekly classes (will vary with guest lecturers)

Group presentations/debates: 40 minutes

Lecture: 45 minutes

Break: 15 minutes

Lecture: 50 minutes

Discussion: 20 minutes

Required Texts (available at the University Bookstore)

The primary text, by Paul Barker, is a recent updating of a classic textbook, *Public Administration in Canada: a Text* by Kenneth Kernaghan and David Siegel. Most classes will draw on one or two chapters by Barker, which are required reading. In cases where relevant material is not available in Barker, readings are provided in the course pack. The course pack also contains a number of supplementary recommended readings. The material in the course pack is also available on reserve at the Carleton University Library.

- Paul Barker (2008). *Public Administration in Canada: brief edition*. Toronto: Thomson Nelson, 357 pp.
- PSCI 3401 course pack – required and recommended readings not found in Barker

Students are encouraged to familiarize themselves with academic journals on public administration. Several of the readings are drawn from *Canadian Public Administration*, published by the Institute of Public Administration of Canada (IPAC). Other important journals in the field include: *Canadian Journal of Political Science*, *Canadian Public Policy*, *Governance*, *International Review of Administrative Sciences*, *Journal of Public Administration Research and Theory*, *Optimum*, *Policy Options* and *Public Administration Revue*.

Evaluation Summary

The class mark will be based on a combination of the following elements (details provided below):

1. Written assignments – 60%
 - Institutional profile due February 6 – 20%
 - Budget note due March 12 – 10%
 - Term essay due April 2 – 30%
2. Class participation – 15%
 - Group presentation/debate – 10%
 - Attendance and participation in class – 5%
3. Final examination – 25%

Examination

There will be a final examination during the regularly scheduled examination period (April 11 – 29). It will include a combination of essay and short-answer questions. The final examination will be worth 25% of the final grade.

Term Work

As described below, there will be three written assignments due during the term. All three assignments must be submitted in hardcopy form to the instructor by the end of class on the due date. They may also be turned in during the instructor's office hours immediately after class on the due date. Term work assignments will only be accepted for marking if they are provided in hard copy form. In addition, the term essay, due on April 2, must be submitted to the instructor's e-mail account in electronic format by the end of office hours on the due date. Failure to do so will result in a reduction of one third letter grade in the mark assigned to the essay (e.g., a letter mark of B becomes a B-).

Written assignments that are handed in late will be penalized one-third of a letter grade for each day they are late, up to a maximum of two full letter grades. Late assignments (or other assignments, in exceptional circumstances and with the agreement of the instructor) may be left at the Political Science drop box, located outside the Political Science departmental office at room 640 Loeb Building. The drop box is emptied **every weekday at 4 p.m.** and all items collected at that time are date-stamped with that day's date.

1. Institutional profile of a Ministerial portfolio (20% – due February 6)

- Select a ministerial portfolio in the federal government and provide a description of the institutional environment for which the Minister is responsible. This includes departments and agencies that are in the portfolio, the statutory framework for each institution, the Minister's related powers, duties and functions, senior public service positions reporting to the minister, parliamentary relationships, key planning and reporting documents related to the portfolio, and the main predecessors of the portfolio.
- This information should be written as a background briefing note for an incoming Minister and should be no longer than three pages single spaced (1500 words), although it can be supplemented with supporting annexes. Point form bullets and summary tables are encouraged in order to make the note more readable. All bibliographic sources should be indicated in endnotes (may be additional to the three pages).
- A suggested format and advice on sources will be provided during class on January 16. The assignment will be returned during class on February 13; marks will be posted on Web CT.

2. Budget note (10% – due March 12)

- Identify the impact of the February/March 2008 Budget and Estimates on the primary department or agency from the ministerial portfolio that was the subject of your institutional profile submitted on February 6. This includes a summary of any Budget provisions affecting the department, its expenditure budget for the 2008-09 fiscal year and beyond, as well as changes from the 2007-08 expenditure plans and voted Supply and the 2006-07 Public Accounts.
- This information should be written as a supplementary briefing note to the institutional profile submitted on February, i.e., cast as a background briefing for a new Minister. The note should be no longer than one and a half pages, single spaced (750 words) supplemented by supporting annexes as appropriate. As with the institutional profile, bullets and summary tables are encouraged and sources should be indicated in endnotes.
- A suggested format and advice on sources will be provided during class on February 13. The assignment will be returned during class on March 26 and marks will be posted on Web CT.
- Ordinarily, the President of the Treasury Board tables the spending estimates for the next fiscal year by the end of February and the Minister of Finance presents the policy-oriented Budget a few days before. The timing of this assignment is based on the assumption that this Parliamentary timing will be followed in 2008. If by the February 27 class it is clear that this usual timing will not be met, then an alternative assignment will be provided during the class, although maintaining the March 12 due date.

3. Term essay (30% – due April 2)

- The topic of the essay should be confirmed with the instructor in advance and should be drawn from one of four sources:
 1. Discuss whether the ministerial portfolio that you discussed in the two earlier term assignments is adequately structured, mandated and resourced to meet Canada's needs for the medium to longer term (10-15 years). What would you advise an incoming Prime Minister about whether changes are required and what form they should take? What factors should the Prime Minister take into consideration: what weight do you give them?
 2. Develop the arguments for and against one of the debate topics discussed in class and present your own conclusions.
 3. Analyze how a public policy or management sector is dealt with, in institutional terms, by the federal government and at least two provincial or territorial governments, as well as any interjurisdictional mechanisms in this sector. How do the different jurisdictions compare in their approaches? Are current arrangements adequate? How would you like to see the sector evolve in institutional and policy terms?
 4. Another topic related to the course that you have agreed with the instructor.

- Essays should be 2500-3000 words long (10-12 pages double spaced), and the word count should be indicated on the title page. The essay should include at least two references from the required or recommended readings. Failure to observe any of these points will result in a deduction of one-third of a letter grade from the mark (e.g., a reduction from a B- to a C+).
- An interview, as part of your research for the essay, with a participant in or knowledgeable observer of the issue you are addressing will result in the letter grade being raised by one-third of a letter grade (e.g. an increase from a C+ to a B-). You should indicate in a footnote or endnote why you chose to interview this person.
- Essays should follow the Department of Political Science essay style guide (found on the Departmental website at <http://www.carleton.ca/polisci/undergrad/Essay%20Style%20Guide.html>). Another standard format for footnoting and bibliographic references may also be followed.

Other forms of evaluation

1. *Group Presentation/Debate (10%)*

- The first 40 minutes of each class will be taken up with group presentations, with the intention of provoking a debate, between two groups of two or three on an aspect of the assigned topic for that class (see Class Schedule).
- Groups should prepare their arguments and counter-arguments in advance. Each group will have 10 minutes to make its initial presentation. There will then be a period of rebuttal leading to general discussion with the rest of the class.
- Each team will prepare a one-page point form note summarizing its arguments. This should also refer to relevant points in at least two of the week's required or recommended readings. The one-page note will be submitted to the instructor at the end of the debate.
- Criteria for marking the presentations/debates will be discussed in the first class. It is expected that they will encompass a combination of assessment of a group's overall performance; the individual performance of team members; and the one-page note.
- There will be a signup sheet in the first two classes and during the instructor's office hours after the first two classes. Students who have not signed up by the end of the second class will be assigned to a group.

2. *Attendance and class participation (5%)*

- Attendance will be taken at each class. More than two classes missed without satisfactory explanation to the instructor will result in a deduction of two percentage points (out of the five available for class participation) for each additional class missed, up to the limit of the full amount of the class participation mark.
- The class participation mark will be assessed by the instructor, in consultation with the teaching assistant. In addition to attendance it will recognize active but respectful participation in the class and evidence in class participation of having read the readings.

Class Schedule

Week 1 – January 9: Introduction

- Course outline and procedures
- The geography and evolution of Canadian public administration
- Constitutional and political underpinnings
- What makes it Canadian?
- The key issues and big debates
- Discussion of the group presentations/debates and sign-up

No required or recommended readings.

Week 2 – January 16: **Public administration in theory**

Debate 1: Public administration is a code word for bureaucracy and doesn't even do that very well

- Public administration as a discipline
- Public administration and bureaucracy
- Public administration and public policy
- Additional guidance on the institutional portfolio assignment

Required readings: Barker ch. 2: Public Administration and Organization Theory: The Structural Foundation (pp. 17-32)

Barker ch. 3: Public Administration and Organization Theory: The Humanistic Response (pp. 33-49)

Recommended readings: Barker ch. 1: What is Public Administration? (pp. 3-15)

Leslie A. Pal (2006). "What is Public Policy?" in *Beyond Policy Analysis: Public Management in Turbulent Times, Third Edition*. Toronto: Thomson Nelson, pp. 1-13.

Week 3 – January 23: **Organizing and operating the machinery of government**

Debate 2: The problem with modern government is the stovepipes

- The taxonomy and instruments of government organization and their use
- Managing the enterprise of government
 - Corporate management – central and common service agencies
 - Corporate decision-making
 - The vertical and horizontal dimensions of line management

Required readings: Barker ch. 5: Government Departments and Central Agencies (pp. 69-87)

Barker ch. 11: The Executive and the Bureaucracy (pp. 177-190)

Barker ch. 12: Interdepartmental and Intradepartmental Relations (pp. 191-206)

Recommended reading: Nick d'Ombrain (2007). "Ministerial responsibility and the machinery of government" *Canadian Public Administration*, Volume 50, No. 2 (Summer 2007), pp. 195-217.

Week 4 – January 30: **The management of public money**

Debate 3: The spending of public money is over-controlled and under-managed

- Budgeting and the spending cycle
- Financial management, audit and evaluation
- Managing the capital assets of government
- Paying for it all: the administration of taxation

Required readings: Barker ch. 19: The Budgetary Process (pp. 303-314)

Barker ch. 20: Management of Financial Resources (pp. 315-326)

Recommended readings: Andrew Graham (2007). "A Brief History of Budgeting and Financial Management Reform in North America" in *Canadian Public-Sector Financial Management*. Montreal and Kingston, McGill-Queen's University Press: 189-96

David Brown and Heather Barclay (2003). *Review of the Canada Customs and Revenue Agency Governance Regime*. Ottawa: Public Policy Forum, pp. 14-22.

Week 5 – February 6: **Managing the public service**

⇒ ***Institutional profile due***

Debate 4: The merit principle has had its day.

- Human resources management in the public sector
- Appointment and the merit principle
- Patronage, political advice and partisan activity

- Job classification, compensation and labour relations
- Representative bureaucracy and employment equity

Required readings: Barker ch. 17: The Management of Human Resources (pp. 275-288)

Barker ch. 18: Representative Bureaucracy and Employment Equity (pp. 289-302)

Recommended readings: Donald Savoie (2003). "Creating a Non-partisan Civil Service," ch. 2 in *Breaking the Bargain*. Toronto: University of Toronto Press, pp. 23-39.

Caroline Andrew (2002) "Women and the Public Sector" in Christopher Dunn, ed., *Handbook of Canadian Public Administration*. Toronto: Oxford University Press: pp. 159-168

Week 6 – February 13: **Public administration in the era of information, technology & knowledge**

Debate 5: Information Technology only brings extra cost, memory loss and risk

- Managing information and technology in the public sector
- Information technology and the relationship with the private sector
- Information and knowledge as a public resource
- Citizen-centred service delivery: integration and privacy
- Additional guidance on the Budget note assignment

Required readings: Sandford Borins (2007). "Conceptual Framework" in Sandford Borins et al. *Digital State at the Leading Edge*. Toronto: University of Toronto Press, pp. 14-36.

David Brown (2007). "The Government of Canada: Government On-Line and Citizen-Centred Service" in Sandford Borins et al. *Digital State at the Leading Edge*. Toronto: University of Toronto Press, pp. 37-68.

Recommended readings: Jane Fountain (2001). "Paradoxes of Public Sector Consumer Service" in *Governance* 14:1 January 2001, pp. 55-73.

Rona Ambrose, Don Lenihan and John Milloy (2007) "What is Citizen-Centred Federalism and Why Does it Matter?" Ottawa, Crossing Boundaries Volume 7, pp. 5-16

Week 7 – February 20: **No class – reading week**

Week 8 – February 27: **Government by other means (1)**

Debate 6: There is no effective accountability for public administration that is not under direct ministerial control

- Administrative law
- Crown Corporations
- Regulation and quasi-judicial functions
- Government and the courts

Required readings: Barker ch. 6: Crown Corporations (pp. 89-106)

Barker ch. 7: Independent Regulatory Agencies (pp. 107-125)

Barker ch. 14: The Judiciary and the Bureaucracy (pp. 223-234)

Recommended reading: Malcolm Bird and Christopher Stoney (2006). "Government Approaches to the Regulation of "Sin"" in G. Bruce Doern, ed., *How Ottawa Spends 2006-2007*. Montreal and Kingston: McGill-Queen's University Press, pp. 247-265

Week 9 – March 5: **Government by other means (2)**

Debate 7: The public service needs to operate more like a business.

- The legacy of public service reform initiatives
- The New Public Management
- Alternative Service Delivery

- Working with the private and the voluntary sectors

Required readings: Barker ch. 4: Public Administration and Organization Theory: The New Public Management (pp. 51-66)

Barker ch. 8: Alternative Service Delivery (pp. 127-139)

Recommended readings: David Zussman (2002). "Alternative Service Delivery" in Christopher Dunn, ed., *Handbook of Canadian Public Administration*. Toronto: Oxford University Press: pp. 53-76.

J.I. Gow and J.E. Hodgetts (2003). "Where are we coming from? Are there any useful lessons from our administrative history?" *Canadian Public Administration*, Volume 46, No. 2 (Summer 2003), pp. 178-201

Week 10 – March 12: **The political and ethical compass of public administration**

⇒ **Budget note due**

No debate

a. *Guest Lecturer*

- Dr. Jim Mitchell, Managing Partner, Sussex Circle: "Prime Ministerial Transitions and Advising on the Machinery of Government"

b. *Class*

- Politics, politicians and Parliament
- Accountability
- Ethics and values
- The public, pressure groups and the media

Required readings: Barker ch. 10: Responsibility, Accountability and Ethics (pp. 161-173)

Barker ch. 13: The Legislature and the Bureaucracy (pp. 207-222)

Barker ch. 16: Nongovernmental Actors and the Bureaucracy (pp. 253-272)

Recommended reading: Barker ch. 9: Frameworks, Values, and Bureaucratic Power (pp. 143-160)

Week 11 – March 19: **The national dimension of Canadian public administration**

Debate 8: In the long run, all public policy will be on the basis of converging jurisdictional authorities, and Canadian public administration will have to adjust accordingly.

- Public administration in the provinces and territories
- Municipal and local administration
- Interjurisdictional collaboration

Required readings: Andrew Sancton (2002) "Provincial and Local Public Administration" in Christopher Dunn, ed., *Handbook of Canadian Public Administration*. Toronto: Oxford University Press: pp. 249-262.

Richard Tindal and Susan Nobes Tindal (2004). *Local Government in Canada*, 6th edition. Toronto: Thomson Nelson, pp. 265-83, 289-97, 382-286.

Carolyn M. Johns, Patricia L. O'Reilly and Gregory J. Inwood (2007). "Formal and informal dimensions of intergovernmental administrative relations in Canada." *Canadian Public Administration*, Volume 50, No. 1 (Spring 2007), pp. 21-41

Recommended reading: Michael Howlett, Luc Bernier, Keith Brownsey, and Christopher Dunn (2005). "Modern Canadian Governance: Political-Administrative Styles and Executive Organization in Canada" in Luc Bernier, Keith Brownsey and Michael Howlett, eds., *Executive Styles in Canada: Cabinet Structures and Leadership Practices in Canadian Government*. Toronto: University of Toronto Press, pp. 3-13

Week 12 – March 26: **Aboriginal public administration**

Debate 9: Canada does not have an effective model for aboriginal public administration

a. *Guest Lecturer*

- John Graham, Senior Associate, Institute on Governance: “Aboriginal governance”

c. *Class*

- Land rights, self-government and public administration
- Band administration in first nations
- Nunavut
- Métis associations and administration
- The role of national aboriginal associations
- DIAND and the federal and provincial governments

Required readings: John Graham (2007). *Rethinking Self-government: Developing a More Balanced Evolutionary Approach*. Policy Brief No. 29, Ottawa, Institute on Governance, pp. 1-10.

Recommended readings: John Graham and Evelyn Fortier (2006). *Building Governance Capacity: the Case of Potable Water Among First Nations Communities*. Ottawa, Institute on Governance, pp. 1-14.

⇒ Additional readings to be provided

Week 13 – April 2: **Canadian public administration in a global context**

⇒ **Term essays due**

Debate 10: Globalization is the tail wagging the dog of Canadian public administration

- The public administration of Canada’s international relations
- National and international security
- The influence of foreign governments and international institutions
- Globalization and Canadian public administration

Required readings: David Brown and George Kourakos (2006). *Microscope on Foreign Affairs and International Trade Canada*. Ottawa: Public Policy Forum, pp. 2-3, 8-15, 22-32.

Elinor C. Sloan (2005). “Homeland Security in Canada” in *Security and Defence in the Terrorist Era*. Montreal and Kingston: McGill and Queen’s University Press, pp. 54-69.

Bernard Wood (2007). “Managing Canada’s Growing Development Cooperation: Out of the Labyrinth” in Jennifer Welsh and Ngaire Woods, eds., *Exporting Good Governance: Temptations and Challenges in Canada’s Aid Program*. Waterloo: Wilfred Laurier University Press, pp. 225-251.

Recommended reading: Dan Henstra (2003). “Federal emergency management in Canada and the United States after 11 September, 2001”. *Canadian Public Administration*, Volume 46, Number 1 (Spring 2003), pp. 103-116.

Guy Peters (2000). “Globalization, Institutions, and Governance” in B. Guy Peters and Donald J. Savoie, eds., *Governance in the Twenty-first Century: Revitalizing the Public Service*. Canadian Centre for Management Development and McGill-Queen’s University Press, pp. 29-57.

April 9: **Review**

- In-class review and discussion
- No required or recommended readings

Academic Accommodations

For Students with Disabilities: Students with disabilities requiring academic accommodations in this course are encouraged to contact the Paul Menton Centre (PMC) for Students with Disabilities (500 University Centre) to complete the necessary forms. After registering with the PMC, make an appointment to meet with the instructor in order to discuss your needs **at least two weeks before the first in-class test or CUTV midterm exam**. This will allow for sufficient time to process your request. Please note the following deadline for submitting completed forms to the PMC for formally scheduled exam accommodations: **March 14th, 2008** for April examinations.

For Religious Observance: Students requesting accommodation for religious observances should apply in writing to their instructor for alternate dates and/or means of satisfying academic requirements. Such requests should be made during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist, but no later than two weeks before the compulsory academic event. Accommodation is to be worked out directly and on an individual basis between the student and the instructor(s) involved. Instructors will make accommodations in a way that avoids academic disadvantage to the student. Instructors and students may contact an Equity Services Advisor for assistance (www.carleton.ca/equity).

For Pregnancy: Pregnant students requiring academic accommodations are encouraged to contact an Equity Advisor in Equity Services to complete a *letter of accommodation*. Then, make an appointment to discuss your needs with the instructor at least two weeks prior to the first academic event in which it is anticipated the accommodation will be required.

Plagiarism: The Undergraduate Calendar defines plagiarism as: "to use and pass off as one's own idea or product, work of another without expressly giving credit to another." The Graduate Calendar states that plagiarism has occurred when a student either: (a) directly copies another's work without acknowledgment; or (b) closely paraphrases the equivalent of a short paragraph or more without acknowledgment; or (c) borrows, without acknowledgment, any ideas in a clear and recognizable form in such a way as to present them as the student's own thought, where such ideas, if they were the student's own would contribute to the merit of his or her own work. Instructors who suspect plagiarism are required to submit the paper and supporting documentation to the Departmental Chair who will refer the case to the Dean. It is not permitted to hand in the same assignment to two or more courses. The Department's Style Guide is available at: <http://www.carleton.ca/polisci/undergrad/Essay%20Style%20Guide.html>

Oral Examination: At the discretion of the instructor, students may be required to pass a brief oral examination on research papers and essays.

Submission and Return of Term Work: Papers must be handed directly to the instructor and will not be date-stamped in the departmental office. Late assignments may be submitted to the drop box in the corridor outside B640 Loeb. Assignments will be retrieved every business day at **4 p.m.**, stamped with that day's date, and then distributed to the instructor. For essays not returned in class please attach a **stamped, self-addressed envelope** if you wish to have your assignment returned by mail. Please note that assignments sent via fax or email will not be accepted. Final exams are intended solely for the purpose of evaluation and will not be returned.

Approval of final grades: Standing in a course is determined by the course instructor subject to the approval of the Faculty Dean. This means that grades submitted by an instructor may be subject to revision. No grades are final until they have been approved by the Dean.

Course Requirements: Students must fulfill all course requirements in order to achieve a passing grade. Failure to hand in any assignment will result in a grade of F. Failure to write the final exam

will result in a grade of ABS. FND (Failure No Deferred) is assigned when a student's performance is so poor during the term that they cannot pass the course even with 100% on the final examination. In such cases, instructors may use this notation on the Final Grade Report to indicate that a student has already failed the course due to inadequate term work and should not be permitted access to a deferral of the examination. Deferred final exams are available ONLY if the student is in good standing in the course.

Connect Email Accounts: The Department of Political Science strongly encourages students to sign up for a campus email account. Important course and University information will be distributed via the Connect email system. See <http://connect.carleton.ca> for instructions on how to set up your account.