

Public Affairs Management and Analysis

PSCI 4408B and PSCI 6408W

Instructor:

Scott Edward Bennett
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Class Times:

8:35 to 11:25 Tuesdays starting January 11, 2022 and ending on April 12, 2022. This course will be delivered online. The instructor will email Zoom logins to the class prior to each meeting.

Office Hours:

There are no fixed office hours, but you can communicate with the instructor by email at any time. He will usually get back to you within a day.

Read this syllabus carefully. This syllabus stipulates class and university policies. Exemptions from these policies are almost never granted.

Note: In so far as possible, you should try to communicate with the instructor in class or through electronic mail. There are no in person office hours or one on one Zoom meetings. There are very few matters that cannot be dealt with in class or by email.

Course Description

This is a seminar in public affairs management and analysis. It will provide you with appropriate background to pursue scholarship in that area of inquiry. It may also provide some practical insights but not the kind you would get in a standard public administration course. Students should keep in mind that seminars are conducted differently than lecture courses, and most of the work in presenting material is done by the students. For doctoral students, this will also be an important part of their preparation for comprehensive examinations.

The seminar should be attractive to several levels of students, graduate and undergraduate. Such mixed seminars have been proven to be successful in the past. In designing and presenting the course, it is recognized that graduates and undergraduates should be graded according to somewhat different criteria.

It will be evident that the field of public affairs management and analysis contains and goes beyond some traditional academic rubrics such as public administration and public policy. At its essence, the field is about the expertise used to manage public activities, broadly defined. Although some may think of this in idealized terms, more often than not it is about methods for the organized control of human communities.

Class Format

This is a seminar in which, by definition, the students must have the primary responsibility for using course time effectively. You must be prepared to do your part in covering course material and participating. Also note that the way students are evaluated in a seminar is different from evaluation in large lecture classes. Therefore, do not expect to have a precise knowledge of the number of “points” you have earned in the grading system on any given day in the term. The seminar experience requires a greater degree of maturity than that, but it is also more forgiving in terms of typical grade distributions.

Main Text

The Public Administration Theory Primer (3rd Edition), Frederickson, Smith, Larimer & Licari
Westview Press, 2016

You may want to purchase some of the books mentioned under topic 3 below, but it is not absolutely necessary.

Other sources are optional, readily available or on reserve.

Grade Components

Paper at End of Course (due April 12)	65%
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Participation	35%
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Details relating to the paper due at the end of the course will be provided in class. You will be given some choice as to the topic of the paper, but it should serve your future research interests. There are no specific penalties for lateness pertaining to turning in the paper. However, there are practical limits on what the university finds acceptable. This will be explained further in class.

Details on participation will be provided after class begins. It will involve students accepting scheduled responsibility for presenting the course material. There will also be an attendance

component and a discussion participation component. However, it would be inappropriate to decide on details of participation until we know the number of people enrolled in the course. If student is scheduled to present a particular reading, they should prepare a WORD document summary of that reading and/or a slide file to be distributed to the other students. You must present when scheduled or lose all related points or pick up another presentation later in the course. There are practical limits on how much non-presentation can be accommodated, and not presenting does interrupt the flow of the seminar.

Overall grading will be managed in slightly different ways for graduates and undergraduates. In general, it is expected that graduate students will pay a bit more attention to the importance of theory and exploring aspects of the course in terms of additional literature. Undergraduates can certainly place on emphasis on those things as well, but it is expected that graduate students will be a little better prepared to do so.

This term we are also requiring that you must attend at least one of the first two meetings of the course if you wish to pass the course. This is essential for the continuity of the course under current circumstances.

Course Topics & Readings

Note that the instructor considers it to be bad pedagogy and probably bad administration to assign in advance specific dates to the coverage of specific topics. In general, we hope to reach topic 4.b no later than week 7 of the course. However, this is an expectation that can be altered in light of student background, interests and progress. We will cover as many of the topics as is appropriate and possible in the order listed below.

1. Introduction to the Course

This is just a description and discussion of the mechanics of the course.

2. A Preliminary Discussion of Legacies and Biases to Determine the Perspectives of the Students

Here, we will have a fairly free discussion of a number of orienting questions that are foundational in the course. No readings are necessary at this point. Some of the questions of interest are:

- a. Is the legacy of traditional public administration and public policy overly idealized for the modern study of public affairs management?
- b. Is the legacy of traditional public administration and public policy well placed in an overall understanding of all type of institutions used in managing human

communities?

- c. What are the practical dimensions of managing human communities? For example, elite negotiations, managing public opinion, organizations and policies.

3. The Historical Context of Managing States and Alternatives to Hierarchical States

This is to provide a very broad overview of the governance aspect of public affairs management and to indicate how limited or how varied approaches to managing human communities have been in various contexts and periods. The readings will be divided up among the seminar participants.

The Origins of Political Order (primarily chapter 1, 29 and 30), Francis Fukuyama

Political Order and Political Decay (primarily chapters 1,2,3,35 and 36), Francis Fukuyama

Governing the Commons: The Evolution of Institutions for Collective Action (primarily chapters 1 and 6), Elinor Ostrom

We also wish to raise the question of how public and private organizations tend to vary in the same contexts, but the answers here are not as obvious as some might think. We may suggest some background readings here.

4. Contemporary Theory and Its Immediate Predecessors

In some of the following, for those who are keen on Canadian content, we may wish to consider whether or not civil services in Canada have assumed the status of institutions similar to those institutions that have explicit constitutional status. Topics b. to e. are of most interest in this regard. Also keep in mind the focusing question for the course relating to whether change in government really responds to public preferences.

- a. The Possibilities of Theory

Frederickson, Smith, Larimer & Licari – Chapter 1

- b. Theories of Political Control of Bureaucracy

Frederickson, Smith, Larimer & Licari – Chapter 2

Savoie, Some selections from, What is Government Good At?: A Canadian Answer

- c. Theories of Bureaucratic Politics

Frederickson, Smith, Larimer & Licari – Chapter 3

- d. Public Institutional Theory

Frederickson, Smith, Larimer & Licari – Chapter 4

- e. Theories of Public Management

Frederickson, Smith, Larimer & Licari – Chapter 5

We may consider a Canadian treatment of this and related theories as in:

Johnson, Chapter 5 of Thinking Government: Public Administration and Politics in Canada (4th ed.)

- f. Post Modern Theory

Frederickson, Smith, Larimer & Licari – Chapter 6

- g. Decision Theory

Frederickson, Smith, Larimer & Licari – Chapter 7

- h. Rational Choice Theory and Irrational Behavior

Frederickson, Smith, Larimer & Licari – Chapter 8

And possibly:

“Are Bureaucrats Budget Maximizers?” Blais and Dion (1991)

- i. Theories of Governance

Frederickson, Smith, Larimer & Licari – Chapter 9

- j. Summary of Theories

Frederickson, Smith, Larimer & Licari – Chapter 10

5. The Problem of Changing the Direction of Government

If time permits, and it may not, I would like to have a concluding discussion of whether or not it is possible to fundamentally change the direction and nature of government as a result of changes in the elected component of government. More broadly, this relates to

the responsiveness of government to public preferences in crisis and non-crisis times.. There is some literature on this, but surprisingly little. It is a fundamental question to be addressed if there is any interest in properly managing and administering government.

Instructor's Other Important Guidelines and Rules

Without going into great detail, various other course, departmental and university rules apply to the conduct of any course. You are expected to know them. From, my point of view, the important rules are:

1. Do your work on time as described in this outline and in class. As noted before, there is some flexibility in handing in the final paper.
2. Do not engage in plagiarism.
3. Do not disrupt the class. This will be interpreted in a more detailed way than in previous years. If participating in an online class, make sure there are no disruptive noises in the background. With respect to persistent behavioural problems, the instructor may limit a person's involvement in the class.
4. Keep an open mind with respect to value systems and approaches to inquiry.

With respect to point one above, the final copy of the course paper should be submitted by the end of April 12, 2022. It must be in electronic form as a WORD attachment to an email. Be sure you keep copies of what you submit, and wait for the instructor's return message that he has received and can open the attachment. If you do not turn in the paper on time, you will initially get an F in the course. However, a failing grade can be changed at some later date if the papers is finally submitted. Nevertheless, the student should keep in mind that there are elements of grade change policy not within the instructor's control, and authorities in the university hierarchy may not accept a submitted grade change. In addition, experience shows that when a paper is not handed in within two weeks of the nominal due date, it is rarely handed in. This is more a matter of the realities of student life.

Presentations must be done on time as assigned. Failure to observe this will lead to a loss of all marks associated with a presentation unless an alternative presentation can be arranged.

Other rules of general interest from a departmental or university perspective are contained in the material that follows. The instructor only takes responsibility for the essence of the above material.

Standard Departmental Attachment Follows

Appendix

Covid-19 Information

All members of the Carleton community are required to follow COVID-19 prevention measures and all mandatory public health requirements (e.g. wearing a mask, physical distancing, hand hygiene, respiratory and cough etiquette) When accessing campus you must fill in the [COVID-19 Screening Self-Assessment in cuScreen](#) each day before coming to campus. You must also check-in to your final destination (where you plan on being longer than 15 minutes) within a building using the [QR location code](#).

If you feel ill or exhibit COVID-19 symptoms while on campus or in class, please leave campus immediately, self-isolate, and complete the mandatory [symptom reporting tool](#). For purposes of contact tracing, attendance will be recorded in all classes and labs. Participants can check in using posted QR codes through the cuScreen platform where provided. Students who do not have a smartphone will be required to complete a paper process as indicated on the [COVID-19 website](#).

All members of the Carleton community are required to follow guidelines regarding safe movement and seating on campus (e.g. directional arrows, designated entrances and exits, designated seats that maintain physical distancing). In order to avoid congestion, allow all previous occupants to fully vacate a classroom before entering. No food or drinks are permitted in any classrooms or labs.

For the most recent information about Carleton's COVID-19 response and required measures, please see the [University's COVID-19 webpage](#) and review the [Frequently Asked Questions \(FAQs\)](#). Should you have additional questions after reviewing, please contact covidinfo@carleton.ca

Please note that failure to comply with University policies and mandatory public health requirements, and endangering the safety of others are considered misconduct under the [Student Rights and Responsibilities Policy](#). Failure to comply with Carleton's COVID-19 procedures may lead to supplementary action involving Campus Safety and/or Student Affairs.

Requests for Academic Accommodation

You may need special arrangements to meet your academic obligations during the term. For an accommodation request, the processes are as follows:

Pregnancy accommodation: Please contact your instructor with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details, visit the Equity Services website:

As a community, Carleton University is committed to maintaining a positive learning, working and living environment where sexual violence will not be tolerated. Survivors are supported through academic accommodations as per Carleton's Sexual Violence Policy. For more information about the services available at the university and to obtain information about sexual violence and/or support, visit: carleton.ca/sexual-violence-support.

Plagiarism

The University Senate defines plagiarism as “presenting, whether intentional or not, the ideas, expression of ideas or work of others as one’s own.” This includes reproducing or paraphrasing portions of someone else’s published or unpublished material, regardless of the source, and presenting these as one’s own without proper citation or reference to the original source. Examples of sources from which the ideas, expressions of ideas or works of others may be drawn from include but are not limited to: books, articles, papers, literary compositions and phrases, performance compositions, chemical compounds, art works, laboratory reports, research results, calculations and the results of calculations, diagrams, constructions, computer reports, computer code/software, material on the internet and/or conversations.

Examples of plagiarism include, but are not limited to:

- any submission prepared in whole or in part, by someone else;
- using ideas or direct, verbatim quotations, paraphrased material, algorithms, formulae, scientific or mathematical concepts, or ideas without appropriate acknowledgment in any academic assignment;
- using another’s data or research findings without appropriate acknowledgement;
- submitting a computer program developed in whole or in part by someone else, with or without modifications, as one’s own; and
- failing to acknowledge sources through the use of proper citations when using another’s work and/or failing to use quotations marks.

Plagiarism is a serious offence which cannot be resolved directly with the course’s instructor. The Associate Deans of the Faculty conduct a rigorous investigation, including an interview with the student, when an instructor suspects a piece of work has been plagiarized. Penalties are not trivial. They may include a mark of zero for the plagiarized work or a final grade of "F" for the course.

More information on the University’s Academic Integrity Policy can be found at: <https://carleton.ca/registrar/academic-integrity/>.

Intellectual property

Student or professor materials created for this course (including presentations and posted notes, labs, case studies, assignments and exams) remain the intellectual property of the author(s). They are intended for personal use and may not be reproduced or redistributed without prior written consent of the author(s).

Submission and Return of Term Work

Papers must be submitted directly to the instructor according to the instructions in the course outline. During the COVID-19 pandemic, the departmental office will not accept assignments submitted in hard copy.

Grading

Standing in a course is determined by the course instructor, subject to the approval of the faculty Dean. Final standing in courses will be shown by alphabetical grades. The system of grades used, with corresponding grade points is:

Percentage	Letter grade	12-point scale	Percentage	Letter grade	12-point scale
90-100	A+	12	67-69	C+	6
85-89	A	11	63-66	C	5
80-84	A-	10	60-62	C-	4
77-79	B+	9	57-59	D+	3
73-76	B	8	53-56	D	2
70-72	B-	7	50-52	D-	1

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.

Carleton E-mail Accounts

All email communication to students from the Department of Political Science will be via official Carleton University e-mail accounts and/or Brightspace. As important course and university information is distributed this way, it is the student's responsibility to monitor their Carleton University email accounts and Brightspace.

Carleton Political Science Society

The Carleton Political Science Society (CPSS) has made its mission to provide a social environment for politically inclined students and faculty. By hosting social events, including Model Parliament, debates, professional development sessions and more, CPSS aims to involve all political science students at Carleton University. Our mandate is to arrange social and academic activities in order to instill a sense of belonging within the Department and the larger University community. Members can benefit through our networking opportunities, academic engagement initiatives and numerous events which

aim to complement both academic and social life at Carleton University. To find out more, visit us on Facebook <https://www.facebook.com/CarletonPoliticalScienceSociety/>.

Official Course Outline

The course outline posted to the Political Science website is the official course outline.