

## **Public Affairs Management and Analysis**

### **PSCI 6408 W**

- Instructor:** Scott Edward Bennett  
C 672 Loeb Building  
[scottbennett@cunet.carleton.ca](mailto:scottbennett@cunet.carleton.ca)
- Class Times:** 8:35 to 11:25 Thursdays starting January 11, 2024 and ending on April 4, 2024. Please check class location on Carleton Central.
- 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. However, this year it is only being offered for doctoral students.

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. Yet, there are still many potential theoretical dimensions to this topic.

## 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. 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. This will be explained further in class.

This year, the instructor may introduce a small number of additional readings if relevant to the trajectory of the course.

## Grade Components

|                                      |     |
|--------------------------------------|-----|
| Paper at End of Course (due April 4) | 65% |
| Participation                        | 35% |

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 examination or 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 be prepared to present when scheduled.

In general, it is expected that graduate students will pay some attention to the importance of theory and exploring aspects of the course in terms of additional literature

**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 remain in the course. This is essential for the continuity of the course.**

## 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* (4<sup>th</sup> 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.

Related to this, an alternative, but not unrelated, topic is whether the reform and improvement of government can move beyond the generation of catch words and slogans that are often questionably implemented. This is a problem of theory as well as practice.

## 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. There is some flexibility in handing in the final paper.
2. Do not engage in plagiarism.
3. Do not disrupt 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 4, 2024. There may be a few days of grace beyond that. The paper 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 without penalty 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. Finally, the Department has decided that late papers in core seminars must be submitted within a fairly short time period if students want to take the comprehensive examination on schedule.

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**

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## **Student Mental Health**

As a university student, you may experience a range of mental health challenges that significantly impact your academic success and overall well-being. If you need help, please speak to someone. There are numerous resources available both on- and off-campus to support you. Here is a list that may be helpful:

**Emergency Resources (on and off campus):** <https://carleton.ca/health/emergencies-and-crisis/emergency-numbers/>

- **Carleton Resources:**
  - Mental Health and Wellbeing: <https://carleton.ca/wellness/>
  - Health & Counselling Services: <https://carleton.ca/health/>
  - Paul Menton Centre: <https://carleton.ca/pmc/>
  - Academic Advising Centre (AAC): <https://carleton.ca/academicadvising/>
  - Centre for Student Academic Support (CSAS): <https://carleton.ca/csas/>
  - Equity & Inclusivity Communities: <https://carleton.ca/equity/>
- **Off Campus Resources:**
  - Distress Centre of Ottawa and Region: (613) 238-3311 or TEXT: 343-306-5550, <https://www.dcottawa.on.ca/>
  - Mental Health Crisis Service: (613) 722-6914, 1-866-996-0991, <http://www.crisisline.ca/>
  - Empower Me: 1-844-741-6389, <https://students.carleton.ca/services/empower-me-counselling-services/>
  - Good2Talk: 1-866-925-5454, <https://good2talk.ca/>
  - The Walk-In Counselling Clinic: <https://walkincounselling.com>

## **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:

**Academic consideration for medical or other extenuating circumstances:** Please contact your instructor if you are experiencing circumstances that (a) are beyond your control, (b) have a significant impact your capacity to meet your academic obligations, and (c) could not have reasonably been prevented. Decisions on academic consideration are in your instructor's discretion; they will be guided by the course learning outcomes and the principle of good faith. Please see [here](#) for more details. For considerations relating to course work, your instructor may request that you complete the [Self-Declaration form](#). To apply for a deferral of your final exam, you must submit the Self-Declaration form to the Registrar's Office no later than three days after the scheduled examination or take-home due date.

***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 accommodation regarding a formally-scheduled final exam, you must complete the Pregnancy Accommodation Form ([click here](#)).

***Religious 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 [click here](#).

***Accommodations for students with disabilities:*** If you have a documented disability requiring academic accommodations in this course, please contact the Paul Menton Centre for Students with Disabilities (PMC) at 613-520-6608 or [pmc@carleton.ca](mailto:pmc@carleton.ca) for a formal evaluation, or contact your PMC coordinator to send your instructor your Letter of Accommodation at the beginning of the term. You must also contact the PMC no later than two weeks before the first in-class scheduled test or exam requiring accommodation (if applicable). After requesting accommodation from PMC, reach out to your instructor as soon as possible to ensure accommodation arrangements are made. For more details, [click here](#).

***Accommodation for student activities:*** Carleton University recognizes the substantial benefits, both to the individual student and to the university, that result from a student participating in activities beyond the classroom. Reasonable accommodation will be provided to students who engage in student activities at the national or international level. 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 information, please [click here](#).

For more information on academic accommodation, please contact the departmental administrator or visit: [students.carleton.ca/course-outline](http://students.carleton.ca/course-outline).

### **Sexual Violence Policy**

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](http://carleton.ca/sexual-violence-support).

### **Academic Integrity**

Academic integrity is an essential element of a productive and successful career as a student. Carleton's [Academic Integrity Policy](#) addresses academic integrity violations,



including plagiarism, unauthorized collaboration, misrepresentation, impersonation, withholding of records, obstruction/interference, disruption of instruction or examinations, improper access to and/or dissemination of information, or violation of test and examination rules. Students are required to familiarize themselves with the university's academic integrity rules.

### ***Plagiarism***

The Academic Integrity Policy 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, websites, 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.

### ***Use of Artificial Intelligence***

Unless explicitly permitted by the instructor in a particular course, any use of generative artificial intelligence (AI) tools to produce assessed content (e.g., text, code, equations, image, summary, video, etc.) is considered a violation of academic integrity standards.

### ***Procedures in Cases of Suspected Violations***

Violations of the Academic Integrity Policy are serious offences which cannot be resolved directly with the course’s instructor. When an instructor suspects a violation of

the Academic Integrity Policy, the Associate Dean of the Faculty conducts a rigorous investigation, including an interview with the student. Penalties are not trivial. They may include a mark of zero for the assignment/exam in question 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. 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:

| <b>Percentage</b> | <b>Letter grade</b> | <b>12-point scale</b> | <b>Percentage</b> | <b>Letter grade</b> | <b>12-point scale</b> |
|-------------------|---------------------|-----------------------|-------------------|---------------------|-----------------------|
| 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.