



**DALHOUSIE
UNIVERSITY**

FACULTY OF MANAGEMENT

MGMT 5105

**GOVERNMENT
STRUCTURE AND
ORGANIZATION**

Markus Sharaput

(original course design by PETER AUCOIN and MARTINE DURIER-COPP)

The Masters of Public Administration (Management) program offers public servants an alternative to the regular MPA program. This degree program brings to Dalhousie a specific clientele of mature learners who desire graduate-level studies in public administration for reasons of personal and professional development but currently find it extremely difficult, if not impossible, to take the regular MPA. Potential candidates must already possess a high level of professional experience in public administration. The program reflects the experience and the educational needs of senior-level public servants while maintaining the high academic standards to which the School and Dalhousie are committed.

We are pleased to provide you with information regarding your Government Structure and Organization course. Throughout the MPA (M) program you will be receiving similar information specific to each course. It is important to read through this information, as each course is unique. If you believe there is information that should be included in this manual in addition to the material presented, please contact Morven Fitzgerald at morven.fitzgerald@dal.ca.

ABOUT THE INSTRUCTOR

DR. MARKUS SHARAPUT

Dr. Markus Sharaput is a Senior Instructor in the Dalhousie School of Public Administration.

Dr. Sharaput's research and teaching focus on the interface between policy and organisational structure, political and public sector ethics, and industrial / innovation policy. He has taught political science and public administration at Dalhousie, Lakehead, Memorial and York universities.

COURSE ASSISTANCE

Throughout the duration of the course, you will frequently find it necessary to contact the course instructor. Email is the best choice for initial contact, but I'm happy to arrange a phone call (or internet equivalent) during business hours as necessary.

E-mail : sharaput@dal.ca

INTRODUCTION

This course examines the organizational dimensions of governance and public management. Notwithstanding the quip of James Q. Wilson, a noted American scholar, that “only two groups of people deny that organization matters: economists and everyone else”, practical experience, as well as empirical studies, demonstrate that organizational designs have their consequences - they have effects, whether intended or not. A great deal of organizational change is thus undertaken precisely on the assumption that organization does matter. Much of this change does not produce the desired results in improved governance or improved public management. Yet, this seldom puts a brake on the phenomenon of organizational change. There are two principal reasons for the phenomenon.

First, since organizing is a function of managing, managers will use organizational change as one tool of management to deal with real or perceived problems, especially in the case of “wicked” problems where the use of other tools in the search for solutions are not self-evident or feasible. Second, organizational change invariably entails an attempt to change the structure or balance of real power in organizations. Since power is not only the means to effect desired outcomes, but also an end in itself, both formal and informal organizational change can be expected as a constant in organizational life. The fact that a good deal of such change appears little more than an exercise in “musical chairs” is thus beside the point.

The challenge in organizational design as a function of management is to understand when organizational change is actually required. While easier said than done, this implies at least two things. First, there needs to be an analysis of the presumed deficiencies of the existing organizational design in place as it relates to the effective pursuit of objectives and the performance of required tasks. Second, there must be the design of a new organizational structure that more effectively addresses the questions of objectives and tasks and is based on organizational learning, that is, knowledge from one’s own experiences or from the broader universe of governance and public management.

In considering the challenge of organizational design, we must be cognizant of the several different determinants of government structure and organizational designs, including:

- the *constitutional principles and conventions* that shape the basic architecture of the

state;

- the *ideas* (that is, the political and/or management theories and convictions) that, explicitly or implicitly, underlie prevailing conceptions, or paradigms, of how best to organize public sector institutions;
- the *political interests* that demand or require organizational representation;
- the *policy objectives* of government that require an organizational response;
- the *policy interdependencies* that need to be coordinated;
- the *public services* that must be integrated to provide seamless service;
- the *size* of the public sector in any given jurisdiction;
- the nature of the various *functions and tasks* undertaken by government at any point in time.

In exploring these determinants, the course seeks to identify the various organizational design options that are available as found in the collective experiences of comparative jurisdictions. This exploration assumes that there is no one right way to organize to perform the functions of governance and public management: all design options have their advantages and disadvantages. Hence the notion of “contingency theory” - it all depends on how advantages and disadvantages are assessed in the context of the circumstances and, of course, who gets to make the final pronouncement on the assessment.

Because the science of organizational theory and design constitutes social science knowledge applied in real life, it is inherently a mix of empirical knowledge and belief. Hence political leaders and public administrators invariably will have their personal ideas or convictions about what constitutes the best designs in any given circumstance, and many of these will be grounded on less than solid evidence drawn from experience. These beliefs, nonetheless, have their effect on organizational designs.

Some of these preferences are grounded in theoretical accounts derived from the world of academic scholarship, most notably in recent years the prescriptions that flow from public

choice, agency and transactions cost theories as they have been deployed explicitly in New Zealand, Britain and Australia. In addition, and especially in North America, these preferences flow from an acceptance of the managerial ideas, fads and fashions of the day as shaped by management consultants who promote their conceptions of “best practices” drawn primarily, even exclusively, from the private sector, yet presented as generic to all organizations. Good public management demands that managers be aware of the inherent limitations of applying ideas from different contexts, including from both the private sector and other jurisdictions, lest they not fit their circumstances and thus not have their intended effects (or worse, produce perverse effects). Equally important, good public management demands attention to the contradictions that all too often are embedded in simplistic ideas masquerading as straightforward solutions to complex organizational issues.

OBJECTIVES

The objectives of the course are that class members:

- develop an understanding of the determinants of government structure and organization;
- develop knowledge of the various design options that exist in the universe of public administration; and,
- develop the capability to undertake organizational analyses as a critical function of management.

FORMAT AND RESOURCES

The subject matter of this course necessarily entails a good deal of overlap among several topics. We are dealing with a *system* of structures and organizational designs, wherein the several parts of the system cannot be considered entirely in isolation from one another: in important respects, they are meant to constitute a whole. Inevitably, there must be a good measure of repetition in our consideration of the various topics to be examined. But this constitutes *necessary* repetition, as we explore organizational and management issues from different, but related, perspectives. There is no simple or straightforward way to cut into the subject with a series of topics in a sequential and cumulative manner.

For these reasons, many, if not all, of the readings for the different sessions necessarily cover more than the topic under which they are assigned. (In addition, of course, they were not written with our course in mind!) I have tried to keep the number and length of the readings manageable for each session and this has meant that some matters within each topic are not considered as fully as one might wish.

REQUIRED READINGS AND OTHER MATERIAL

This course consists of 12 modules (Lesson Notes). Required readings are listed in each lesson and linked within each module on the course site. In some cases, additional resources/readings are also recommended after the Required Readings, should students wish to explore any of the issues under discussion in more detail. In addition, we will hold live classes approximately every two weeks, with times to be determined. While you are encouraged to attend, all live classes will be recorded, both for later review, and for those unable to attend a scheduled class.

ASSESSMENTS *

1. BLOG POSTINGS: 20%

Over the course of your studies you will be asked to contribute to any four (of a possible eleven) critical blog postings of 500 words each. In doing so you will engage with the readings *and* reflect on your own work-life in the process. These blogs will be posted and shared with your colleagues. You are encouraged but not required to comment on others' submissions.

2. PAPER 1: 25%

Please write a 1500 word paper that answers the following questions: how does the centralization of power in Westminster parliamentary government affect public servants? Is centralization a problem? Be sure to explain what centralized power means. You are encouraged to cite at least five sources beyond course material. Please be sure to cite sources properly. Paper is due October 25 by midnight via Brightspace.

3. PAPER 2: 25%

Please write a 1500 word paper that answers the following questions: have efforts to reform accountability in the public service in Canada succeeded or failed? How can you tell? You are encouraged to cite at least five sources beyond course material. Please be sure to cite sources properly. Paper is due November 22 by midnight via Brightspace.

4. INTENSIVE CASE EXERCISE: 30%

A case will be distributed at the intensive exercise. The class will be divided into teams of 3-4 students. Each team will develop a response to the case and present it to the class on the final day of the intensive session. Presentations are to be a maximum of 20 minutes in length and will be graded on the basis of organization, strength of argument/evidence, and style/clarity of presentation.

****Please note: you must obtain a minimum total grade of B- in order to pass this course.**

ASSIGNMENTS / EXTENSIONS

Assignments must be submitted by the assignment due date. Dalhousie University will only consider documented exceptions to this rule, such as serious medical emergencies or problems of a similar nature. In exceptional circumstances, an extension of up to one week **may** be granted at the professor's discretion, if requested in advance of the due date.

Late submissions will be assessed at a penalty of TEN percent. Assignments will not normally be accepted seven days or more after the due date; in such cases the student will receive a grade of zero.

SCHEDULE

#	DATES	TITLE	ASSESSMENTS/DELIVERABLES
1	Sept. 1 – 6	Constitutional Governance and Public Management	Introduce Yourself
2	Sept 7-13	Public Management and Professional Public Service	➤ Discussions close Sunday, Sept. 13 at 12:00 pm (ATL)
3	Sept 14-20	Public Management Realities in a Political Environment	➤ Discussions close Sunday, Sept. 20 at 12:00 pm (ATL)
4	Sept 21 – 27	Designing Organizations for Management	➤ Discussions close Sunday, Sept. 27 at 12:00 pm (ATL)
5	Sept. 28 – Oct. 4	The Strategic Apex: Governing from the Centre	➤ Discussions close Sunday, Oct. 4 at 12:00 pm (ATL)
6	Oct. 5 - 11	Portfolio Designs: Interests, Priorities and Paradigms	➤ Discussions close Sunday, Oct. 11 at 12:00 pm (ATL) ➤ Midterm Course Evaluation Oct. 8 - 14
7	Oct. 12 – 18	The Corporate Management Framework	➤ Discussions close Sunday, Oct. 18 at 12:00 pm (ATL)
8	Oct. 19 - 25	Devolving Authority for Performance Management	➤ Discussions close Sunday, Oct. 25 at 12:00 pm (ATL) ➤ Paper 1 due Oct. 25
9	Nov. 26 – Nov. 1	Integrating Service Delivery for Citizen-Centred Service	➤ Discussions close Sunday, Nov. 1 at 12:00 pm (ATL)
10	Nov. 2 – Nov. 8	Crown Corporations	➤ Discussions close Sunday, Nov. 8 at 12:00 pm (ATL)
11	Nov. 9 - 15	Fall Study Break	➤ Rest and catch up!
12	Nov. 16 – 22	Regulatory Agencies	➤ Discussions close Sunday, Nov. 22 at 12:00 pm (ATL) ➤ Paper 2 due Nov. 22
13	Nov. 23-Dec. 4	Emerging Issues: Digital Governance:	➤ Discussions close Friday, Dec.4 at 12:00 pm (ATL)
EST*	Dec. 9 – 11	Intensive Sessions	➤ Student Rating of Instruction (SRI) available December 10 - 16
AST*	Dec. 14 – 16	Intensive Sessions	➤ Student Rating of Instruction (SRI) available December 15 - 21

*Participation and presence during the intensive is mandatory.

APPENDIX A: CLASS POLICIES

Extended absence from class

- Emergencies
 - Contact the course instructor
- Illness
 - Contact your instructor as soon as possible to inform him or her of your illness.
 - All absences due to illness must be supported a Dalhousie Student Absence Declaration
[\(https://www.dal.ca/campus_life/safety-respect/student-rights-and-responsibilities/academic-policies/student-absence.html#:~:text=In%20January%202018%2C%20the%20Student,same%20as%20a%20sick%20note.\)](https://www.dal.ca/campus_life/safety-respect/student-rights-and-responsibilities/academic-policies/student-absence.html#:~:text=In%20January%202018%2C%20the%20Student,same%20as%20a%20sick%20note.)

Late penalties for assignments

Assignments must be submitted by the assignment due date. Dalhousie University will only consider documented exceptions to this rule, such as serious medical emergencies or problems of a similar nature. In exceptional circumstances, an extension of up to one week **may** be granted at the professor's discretion, if requested in advance of the due date.

Late submissions will be assessed at a penalty of TEN percent. Assignments will not normally be accepted seven days or more after the due date; in such cases the student will receive a grade of zero.

ACCOMMODATION POLICY FOR STUDENTS

Students may request accommodation as a result of barriers related to disability, religious obligation, or any characteristic under the Nova Scotia Human Rights Act. Students who require academic accommodation for either classroom participation or the writing of tests and exams should make their request to the Advising and Access Services Center (AASC) prior to or at the outset of the regular academic year. Please visit www.dal.ca/access for more information and to obtain the Request for Accommodation – Form A.

A note taker may be required as part of a student's accommodation. There is an honorarium of \$75/course/term (with some exceptions). If you are interested, please contact AASC at 494-2836 for more information.

Please note that your classroom may contain specialized accessible furniture and equipment. It is important that these items remain in the classroom, untouched, so that students who require their usage will be able to participate in the class.

ACADEMIC INTEGRITY

In general:

The commitment of the Faculty of Management is to graduate future leaders of business, government and civil society who manage with integrity and get things done. This is non-negotiable in our community and it starts with your first class at Dalhousie University. So when you submit any work for evaluation in this course or any other, please ensure that you are familiar with your obligations under the Faculty of Management's Academic Integrity Policies and that you understand where to go for help and advice in living up to our standards. You should be familiar with the Faculty of Management Professor and Student Contract on Academic Integrity, and it is your responsibility to ask questions if there is anything you do not understand.

Dalhousie offers many ways to learn about academic writing and presentations so that all members of the University community may acknowledge the intellectual property of others. Knowing how to find, evaluate, select, synthesize and cite information for use in assignments is called being "information literate." Information literacy is taught by Dalhousie University Librarians in classes and through online tutorials.

Do not plagiarize any materials for this course. For further guidance on what constitutes plagiarism, how to avoid it, and proper methods for attributing sources, **please see** <http://plagiarism.dal.ca/Student%20Resources/>

Any paper submitted by a student at Dalhousie University may be checked for originality to confirm that the student has not plagiarized from other sources. Plagiarism is considered a very serious academic offence that may lead to loss of credit, suspension or expulsion from the University, or even the revocation of a degree. It is essential that there be correct

attribution of authorities from which facts and opinions have been derived. At Dalhousie, there are University Regulations which deal with plagiarism and, prior to submitting any paper in a course; students should read the Policy on Intellectual Honesty contained in the Calendar or on the Dalhousie web site at: <http://www.registrar.dal.ca/calendar/ug/UREG.htm#12>

Furthermore, the University's Senate has affirmed the right of any instructor to require that student papers be submitted in both written and computer readable format, and to submit any paper to a check such as that performed by anti-plagiarism software. As a student in this class, you are to keep an electronic copy of any paper you submit, and the course instructor may require you to submit that electronic copy on demand.

Finally:

If you suspect cheating by colleagues or lapses in standards by a professor, you may use the confidential email: managementintegrity@dal.ca which is read only by the [Assistant Academic Integrity Officer](#).

CLARIFICATION ON PLAGIARISM VERSUS COLLABORATION

“There are many other opportunities for plagiarism, for instance, copying on exams and assignments. There is a clear line between group work on assignments and copying solutions from others. It is alright to work on assignments with your friends. In fact, working in groups may be beneficial. For best results, you should always attempt to solve the problem alone, prior to meeting with the group. Whenever you collaborate with your colleagues on assignments, **you must always prepare your own submission. Copying is plagiarism!** This includes copying the work of others, making changes, and submitting it as your own work.

Specific examples of plagiarism include, but are not limited to, the following:

- Copying a computer file from another student, and using it as a template for your own solution
- Copying text written by another student

- Submitting the work of a tutor as your own
- Including your name on a group submission when you have not contributed to that submission

Specific examples of acceptable collaboration include, but are not limited to, the following:

- Discussing the issues and underlying factors of a case with fellow students, and then each of the students writing up their submissions individually, in their own words.
- Working on a computer-based exercise collaboratively, and then each of the students creating their own submissions individually, from start to finish.

PREVIOUS TERM (subject to revision)

APPENDIX B: VIRTUAL TEAM GUIDELINES

- **Access your Learning Management System consistently, frequently** to check for updates and news – approach it as part of your social media routine
- **Determine how often team members will check in** with each other and stick to this communication schedule. At this time, determine if there will be any time zone challenges for team meetings and deadlines; discuss solutions.
- **Explore** the architecture of Brightspace. Consider using Brightspace's **e-Portfolio** as a team – This is right beside your Brightspace Calendar and it is a place to record and reflect on your learning experience.
- **Develop and follow a team charter** with your virtual team to establish roles and responsibilities. This is when you want to determine exactly what digital tools the team will be using (Brightspace?/Googledocs?/Facebook?/Office 365?)
- **Appoint and refer to a team records manager.** If you are unable to locate shared work, this person could help you find what you are looking for.
- **Connect during “live office hours”** to communicate with your instructor.
- **Stay present and visible online.** Communicate regularly with your peers via the designated forum.