

**POLI 3250**  
**Canadian Public Administration**  
Department of Political Science  
Dalhousie University  
Fall 2015

**Instructor:** Michelle Coffin  
[michelle.coffin@dal.ca](mailto:michelle.coffin@dal.ca)  
**Class Time:** Tuesdays and Thursdays, 5:35-6:55  
**Location:** McCain Arts and Social Science Building, Room 1170  
**Office Hours:** By appointment only

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**Course Description, Objectives and Outcomes**

This is an introductory course to the study of Canadian public administration. The main objective of the course is to introduce students to the theories, institutions and actors at play in the practice and study of public administration. Although this course might be the first time students are encountering the subject matter it is designed for senior undergraduates with a solid background in the discipline of political science.

The course will cover topics such as:

- the organization and structure of the public service
- the public policy cycle
- the constitutional and legal environment in which public servants operate
- the management of human resources
- public administration reforms
- ethics and accountability in the public service
- the relationships between the public service and politicians, the public, the media and interest groups

At the end of the course students should be able to:

- articulate the dominating theories influencing the practice and decision-making of public administration in Canada
- identify and describe the institutions of public administration and their function within the Canadian context
- identify and describe the various influences and actors present in the practice and decision-making of public administration in Canada
- make independent and informed determinations on the dominating theories, institutional roles and practices of the public service and the relationships between the public service and politicians, the public, the media and interest groups

## Required Readings

- Inwood, Gregory, *Understanding Canadian Public Administration, Fourth Edition*, (Toronto: Pearson, 2012).
- Most assigned readings will be available on BBL, however it is the responsibility of students to locate assigned readings. All material not posted by the instructor is available online.

## Course Evaluation

- **Assignments and Grading**

Discussion lead:	15 per cent
FOIPOP/ATIP submissions	10 per cent
Group Project:	30 per cent
Roundtable Discussions:	15 per cent
Final Exam <u>or</u> Learning Opportunities:	20 per cent
Attendance/Participation:	10 per cent

## Assignment Details

- **Discussion Lead**

Each student is required to lead a class discussion during the term via the preparation and presentation of a synopsis of one of the required course readings. The formal presentations are to be approximately 15 minutes and must conclude with three questions intended to spark class discussion and debate. Students are required to submit hard copies of the synopsis and questions to the instructor on the **day of the presentation**. Presentations will take place throughout the term between the Oct 6 and Nov 26 classes.

- **FOIPOP/ATIP Applications**

Each student must prepare either a Government of Canada Access to Information and Privacy application or a Government of Nova Scotia Freedom of Information and Protection of Privacy application. Democratic governments have a responsibility to provide citizens with the information they require to make informed judgments on the activities of their governments, while also protecting the privacy of citizens. It is the role of public servants to document their activity and to provide such information to citizens upon request in accordance to relevant law(s). Students are not required to submit the application, but it is highly encouraged to do so as application responses provide a great deal of insight into the workings of the public service. Hard Copies of the applications must be submitted to the instructor on **Oct 1**.

- **Group Project**

Students will organize into small groups to complete a project similar to one that would be conducted in public service. Groups will assume the functions of communications and policy specialists and will work together to resolve a contemporary public policy issue. Group topics must be approved in advance by the instructor. Hard copies of the project must be submitted to the instructor on **Nov 26**. Students will be evaluated on their individual performance (75% [62.5% from instructor, 12.5% from group peers]) as well as for the overall group performance (25% [12.5 from instructor, 12.5% from peer group]). Details of the project and corresponding documents will be posted to the course BBL site and discussed in class.

- **Roundtable Discussions**

Two classes at the end of the term will be dedicated to organized discussions on major themes discussed in class and in the readings. As the term progresses we will discuss the particulars of this assignment and agree to its structure, content and expectations.

- **Final Exam or Learning Opportunities**

If, by the end of the Oct 8 class, the instructor determines that students have not fully experienced the objectives and outcomes provided by the course, there will be four learning opportunities for students to demonstrate their knowledge and understanding of the course material covered to date. These unannounced and impromptu learning opportunities will take place between the Oct 13 and Nov 26 classes. If the instructor makes this determination it will be announced on BBL on Oct 9. Each learning opportunity will be worth 5% of the final mark. Factors to be considered by the instructor in making this decision include:

- students' participation in class discussions
- respect for discussion leaders and active participation in their discussions
- attendance
- overall respect for peers, post-secondary education and the learning environment created by both the instructor and students

If the instructor determines that students have fully experienced the objectives and outcomes provided by the course a final exam will take place during the last class. The exam will focus on the major themes of the course. If there is no exam as a result of learning opportunities, the class time dedicated to roundtable discussions will take place on Dec 3 and 8.

- **Attendance and Participation**

The instructor will take attendance during every class. Students with low attendance will be referred to the Assistant Dean, Student Matters. Participation points will be heavily, but not solely, determined by students' performance in their Group Project and Roundtable Discussions.

### **Grading scheme**

As per the Dalhousie undergraduate academic calendar.

<http://academiccalendar.dal.ca/Catalog/ViewCatalog.aspx?pageid=viewcatalog&catalogid=1&chapterid=90&topicgroupid=407&loadusercredits=False>

Deadline to drop a course without a W is **Oct 9**

Deadline to drop a course with a W is **Nov 6**

## **Student Accessibility and Accommodation**

Students may request accommodation as a result of barriers experienced related to disability, religious obligation, or any characteristic protected under Canadian human rights legislation. 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](http://www.dal.ca/access) for more information and to obtain the Request for Accommodation form.

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 or send an email to [notetaking@dal.ca](mailto:notetaking@dal.ca)

## **Academic Integrity and Plagiarism**

All students in this class are to read and understand the policies on academic integrity and plagiarism referenced on the Dalhousie University website. Ignorance of such policies is no excuse for violations. The policies can be found at the below links.

[http://www.dal.ca/dept/university\\_secretariat/academic-integrity/plagiarism-cheating.html](http://www.dal.ca/dept/university_secretariat/academic-integrity/plagiarism-cheating.html)

[http://www.dal.ca/dept/university\\_secretariat/academic-integrity/student-resources.html](http://www.dal.ca/dept/university_secretariat/academic-integrity/student-resources.html)

Any assignment 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 serious academic offence which may lead to loss of credit, suspension or expulsion from the University, or even to 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 Code of Student Conduct contained in the Calendar or online at:

[http://www.dal.ca/content/dam/dalhousie/pdf/university\\_secretariat/policy-repository/CodeofStudentConduct.pdf](http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/CodeofStudentConduct.pdf).

## **Additional On-line Services for Students**

[http://www.dal.ca/current\\_students.html](http://www.dal.ca/current_students.html)

## Course Organization

Date	Topics and Assigned Readings
Sept 10	Review of course material and assignments
Sept 15	<u>Introduction: The Nature of Public Administration</u> Chapter 1 <u>Public Administration and Democracy</u> Chapter 2
Sept 17	<u>Theories of Organization</u> Chapter 3 <u>Organization Theory and Canadian Public Administration</u> Chapter 4
Sept 22	<u>Public Administration and Institutions: The Real World of Organizations and the Machinery of Government</u> Chapter 5  <b>Class Discussion - preparing ATIP/FOIPOP requests</b>
Sept 24	<u>Public Administration, the Constitution, and Law</u> Chapter 6 <u>Public Administration and Public Policy</u> Chapter 7
Sept 29	<u>Public Administration and the Management of Human Resources</u> Chapter 8 <u>Public Administration, Management Reform, and Financial Management</u> Chapter 9
Oct 1	<u>Public Administration and Ethics</u> Chapter 10 <u>Public Administration and Accountability</u> Chapter 11  <b>FOIPOP/ATIP APPLICATIONS DUE</b>
Oct 6	<u>Public Administration and Democracy Revisited</u>  B Guy Peters and Donald Savoie (2012), “In Search of Good Government,” in <i>From New Public Management to New Political Governance</i> , edited by Herman Backvis and Mark D Jarvis (Montreal and Kingston: McGill-Queen’s University Press), pp.29-45.  Peter Aucoin and Donald Savoie (2009), “The Politics-Administration Dichotomy: Democracy versus Bureaucracy?” in <i>The Evolving Physiology of Government</i> edited by O.P. Dwivedi, Tim A. Mau and Byron Sheldrick, (Ottawa: University of Ottawa Press, 2009), pp. 97-117.
Oct 8	<u>Theories of Organization Revisited</u>  Jacques Bourgault (2011) “Canada’s Senior Public Service and the Typology of Bargains: from the Hierarchy of Senior Civil Servants to a Community of ‘Controlled’ Entrepreneurs,” in <i>Public Policy and Administration</i> , Vol 26, Issue 2, pp.253–275.

	Aucoin, P. (2012), “New Political Governance in Westminster Systems: Impartial Public Administration and Management Performance at Risk,” in <i>Governance</i> , Vol 25, Issue 2, pp. 177–199.
Oct 13	<p><i>The Machinery of Government and Constitutional Law Revisited</i></p> <p>Donald Savoie (1999), “The Rise of Court Government in Canada,” in <i>Canadian Journal of Political Science</i>, Vol 32, Issue 4, pp. 635-664.</p> <p>Prime Minister’s Office Official Website  <a href="http://pm.gc.ca/eng">http://pm.gc.ca/eng</a></p>
Oct 15	<p>Donald Savoie (2003), “The Canadian Public Service has a Personality,” in <i>Canadian Public Administration</i>, Vol 49, Issue 3, pp. 261-281.</p> <p>Jacques Bourgault (2014), “Federal Deputy Ministers: Serial Servers Looking for Influence?” in <i>Deputy Ministers in Canada: Comparative and Jurisdictional Perspectives</i> edited by Jacques Bourgault and Christopher Dunn, (Toronto: University of Toronto Press and IPAC), pp. 364-400.</p> <p>Jacques Bourgault (2008), “Clerks and Secretaries to Cabinet: Anatomy of Leadership,” in <i>Searching for Leadership: Secretaries to Cabinet in Canada</i> edited by Patrice Dutil (Toronto: University of Toronto Press and IPAC), pp. 41-81.</p> <p>Privy Council Office Official Website  <a href="http://www.pco-bcp.gc.ca/index.asp?lang=eng">http://www.pco-bcp.gc.ca/index.asp?lang=eng</a></p> <p>Treasury Board Secretariat Official Website  <a href="http://www.tbs-sct.gc.ca/tbs-sct/index-eng.asp">http://www.tbs-sct.gc.ca/tbs-sct/index-eng.asp</a></p>
Oct 20	<p>Election Debrief</p> <p>Laine Benoit (2006) “Ministerial Staff: The life and Times of Parliament’s Statutory Orphans,” in <i>Commission of Inquiry to the Sponsorship Program and Advertising Activities, Restoring Accountability, Research Studies</i>, Volume 1, (Ottawa: Public Works and Government Services), pp.145-252.</p>
Oct 22	<p><b>Class discussion – Group Project</b> (5:35-6:00)  <b>GUEST SPEAKER</b> – Former Political Staffer (6:00-6:55)</p>
Oct 27	<p><i>Public Policy (and Public Engagement) Revisited</i></p> <p>Grace Skogstad (2008), Policy Networks and Policy Communities: Conceptualizing State-Societal Relationships in the Policy Process,” in <i>The Comparative Turn in Canadian Political Science</i> edited by Linda White et al. (Vancouver: UBC Press), pp. 205-220.</p> <p>Michael Howlett and Andrea Migone (2014), “Making the Invisible Public Service Visible? Exploring Data on the Supply of Policy and Management Consultancies in</p>

Oct 29	<p>Canada” in <i>Canadian Public Administration</i>, Vol 57, No. 2, pp. 183–216.</p> <p>Mary Francoli (2011), “Embracing a New Relationship with Canadians: Addressing Barriers to New Media Adoption in Canada’s Public Service,” in <i>How Ottawa Spends: Trimming Fat or Slicing Pork, 2011-2012</i> edited by Christopher Stoney and G Bruce Doern, pp. 280-296.</p> <p>Kathleen McNutt (2014),”Public engagement in the Web 2.0 era: Social Collaborative Technologies in a Public Sector Context,” in <i>Canadian Public Administration</i>, Vol 57, No. 1, pp. 49–70.</p> <p>Don Lenihan and Carolyn Bennett (2015), “Rebuilding Public Trust: Open Government and Open Dialogue in the Government of Canada,” prepared for Canada 2020. Found at:  <a href="http://canada2020.ca/open-government-open-dialogue-lenihan-bennett/">http://canada2020.ca/open-government-open-dialogue-lenihan-bennett/</a></p>
Nov 3	<p><i>Management and Financial Reform Revisited</i></p> <p>Clark and Swain (2005), “Distinguishing the Real from the Surreal in Management Reform,” in <i>Canadian Public Administration</i>, Vol 48, Issue 4, pp. 453-476.</p> <p>Ralph Heintzman (2009), “Measurement in Public Management: The Case for the Defence” in <i>optimum online</i> Vol. 39, Issue 1. Found at:  <a href="http://www.optimumonline.ca/article.phtml?e=fjtcgvty&amp;id=325">http://www.optimumonline.ca/article.phtml?e=fjtcgvty&amp;id=325</a></p> <p>Edward Nason and Michael A. O'Neill (2015), “What Metrics? On the Utility of Measuring the Performance of Policy Research: An Illustrative Case and Alternative from Employment and Social Development Canada,” in <i>Canadian Public Administration</i>, Vol 58, Issue 1, pp. 138-160.</p>
Nov 5	<p>Robert Shepard (2011), “Departmental Audit Committees and Governance: Making Management and Accountability the Priority from the Top Down,” in <i>Canadian Public Administration</i>, Vol. 54, No. 2, pp. 227-304.</p> <p>Peter Larson and David Zussman (2010), “Departmental Audit Committees: An Evaluation,” in <i>optimum online</i>, Vol 40, Issue 4. Found at  <a href="http://www.optimumonline.ca/article.phtml?e=fjtcgvty&amp;id=375">http://www.optimumonline.ca/article.phtml?e=fjtcgvty&amp;id=375</a></p>
Nov 10	<b>Group Project Preparation &amp; Preliminary Agreement - Roundtable Discussions</b>
Nov 12	<b>STUDY DAY – NO CLASS</b>
Nov 17	<p><i>Public Administration Ethics and Accountability Revisited</i></p> <p>JW Langford (2007), “Acting on Values: An Ethical Dead End for Public Servants” in <i>Canadian Public Administration</i>, Vol 47, Issue 4, pp. 429-450.</p> <p>Ralph Heintzman (2007), “Public Service Values and Ethics: Dead End or Strong Foundation?” in <i>Canadian Public Administration</i>, Vol 50, Issue 4, pp. 573-602.</p>

Nov 19	<p>Mark D Jarvis, "The Adoption of the Accounting Officer System in Canada: Changing Relationships?" in <i>Canadian Public Administration</i>, Vol 52, No. 4, pp. 525-547.</p> <p>Shawn Murphy (2006), <i>Report of the Standing Committee on Public Accounts: Protocol for the Appearance of Accounting Officers as Witnesses before the Standing Committee on Public Accounts</i> (Ottawa: House of Commons).  <a href="http://www.parl.gc.ca/content/hoc/Committee/391/PACP/Reports/RP2798921/391_PACP_Rpt13/391_PACP_Rpt13-e.pdf">http://www.parl.gc.ca/content/hoc/Committee/391/PACP/Reports/RP2798921/391_PACP_Rpt13/391_PACP_Rpt13-e.pdf</a></p>
Nov 24	<p>Privy Council Office (2007), <i>Accounting Officers: Guidance on Roles, Responsibilities and Appearances Before Parliamentary Committees</i> (Ottawa: Government of Canada).  <a href="http://www.pco-bcp.gc.ca/index.asp?lang=eng&amp;page=information&amp;sub=publications&amp;doc=ao-adc/2007/ao-adc-eng.htm">http://www.pco-bcp.gc.ca/index.asp?lang=eng&amp;page=information&amp;sub=publications&amp;doc=ao-adc/2007/ao-adc-eng.htm</a></p> <p>Ralph Heintzman (2014), "Renewal of the Federal Public Service: Toward a Charter of Public Service," prepared for Canada 2020. Found at: <a href="http://canada2020.ca/public-service-renewal/">http://canada2020.ca/public-service-renewal/</a></p>
Nov 26	<p>Kirsten Kozolanka (2014), "In Whose Interest? Government Communication and Public Accountability," in <i>Publicity and the Canadian State: Critical Communication Perspectives</i> edited by Kirsten Kozolanka, (Toronto: University of Toronto Press).</p> <p>Ken Rubin and Kirsten Kozolanka (2014), "Managing Information: Too Much Publicity, Not Enough Public Disclosure," in <i>Publicity and the Canadian State: Critical Communication Perspectives</i> edited by Kirsten Kozolanka, (Toronto: University of Toronto Press).</p> <p><b>Class Discussion - Finalizing structure, content and expectations of Roundtable Discussions</b></p>
Nov 26	<p>Robert Bragg (2010), "Encountering Spin: The Evolution of Message Control" in <i>Mediating Canadian Politics</i> edited by Shannon Sampert and Linda Trimble, (Toronto: Pearson Canada), pp. 243-255.</p> <p>Alasdair Roberts (2010), "Spin Control: The Struggle over Access to Information," in <i>Mediating Canadian Politics</i> edited by Shannon Sampert and Linda Trimble, (Toronto: Pearson Canada), pp. 256-276.</p> <p><b>GROUP PROJECTS DUE</b></p>
Dec 1	Roundtable Discussion 1
Dec 3	Roundtable Discussion 2
Dec 8	<b>In Class Final Exam</b>