

Dalhousie University

POLI 3250

Canadian Public Administration

Fall 2016

"The bureaucracy is not a closed system; it is this that makes it a world instead of a thing."

David Foster Wallace, *The Pale King*, 2011

* * *

Instructor: Dr. David Banoub

Email: David.Banoub@dal.ca

Class time: Tuesday and Thursday, 5:35-6:55 pm

Class Room: McCain Building, Room 2132

Office: Henry Hicks Building, Room 363

Office Hours: Tuesday and Thursday, 4:15-5:15 pm, or by appointment

* * *

Course Description

POLI 3250 is an overview of the organization and management of Canada's public administration, identifying the roles and functions of different governmental departments and organizations. It examines the organization and management of the executive-bureaucratic structures of government for the formation and management of public policy and public services. The administrative workings of Canada's federal system — the cabinet system, ministerial responsibility, the relationship between politicians and public servants, and the design of government departments and agencies — are central to the course.

Arranged thematically, the course will explore the evolution of key elements of Canada's administrative system. There will be an emphasis on institutions, concepts, and terms (e.g. ministerial responsibility, the judiciary, merit and the appointment process, new public management). At the same time however, students are encouraged to consider how politics are culturally informed, investigating how administrative ideas draw from and contribute to ideas about race, class, and gender.

The class is scheduled as two 80-minute lectures per week. Students are expected to be prepared to discuss assigned readings and to respond to texts and videos presented in class. Students are invited to bring their own analyses and interests regarding the assigned readings. Politics is a multi-vocal exercise and any discussion of politics benefits from multiple speakers engaging with the material. Participation marks will be awarded, in part, based on active and constructive contribution to the discussions.

Course Objectives

Students will be able to identify and explain the significance of different roles and levels of the Canadian public service. Students will develop a familiarity with the workings of Canadian federalism, as well as evolution of Canadian bureaucratic thinking and organization. To understand how bureaucratic thinking has changed over time, students will be introduced to a range of theories on management, efficiency, and professionalism.

Readings

The required textbook for the course is:

Inwood, Gregory J. *Understanding Canadian Public Administration, An Introduction to Theory and Practice*, 4th edition. Toronto: Pearson Canada, 2012.

All other required readings will be available online, either posted on or linked from the class Brightspace.

Note: Essential course content and information is housed on this course's Brightspace, including supplementary readings, case studies, discussions, and media content NOT listed below. Students are required to access this content.

Recommended Readings

The following texts will be available on reserve in the Killam Library. These will provide supplemental information on lectures and course themes. These readings may be used for the research assignment.

Aucoin, Peter, Mark D. Jarvis, and Lori B. Turnbull. *Democratizing the Constitution: Reforming Responsible Government*. Toronto: Emond Montgomery Publications, 2011.

Cox, Raymond W., Susan J. Buck, and Betty N. Morgan. *Public Administration in Theory and Practice*, 2nd edition. Boston: Longman, 2011.

Dunn, Christopher. *A Handbook of Canadian Public Administration*, 2nd edition. Don Mills, Ont.: Oxford University Press, 2010.

Dwivedi, O. P, ed. *The Administrative State in Canada: Essays in Honour of J.E. Hodgetts*. Toronto: University of Toronto Press, 1982.

Johnson, David. *Thinking Government: Public Administration and Politics in Canada*, 3rd edition. Toronto: University of Toronto Press, 2011.

Kozolanka, Kirsten. *Publicity and the Canadian State: Critical Communications Perspectives*. Toronto: University of Toronto Press, 2014. (also available online)

Macfarlane, Emmett. *Governing From the Bench: The Supreme Court of Canada and the Judicial Role*. Vancouver: UBC Press, 2013.

Trimble, Linda J. and Shannon Sampert. *Mediating Canadian Politics*. Toronto: Pearson Canada, 2010.

Assignments and Evaluation

The course's grading scheme follows the Dalhousie undergraduate academic calendar. <http://academiccalendar.dal.ca/Catalog/ViewCatalog.aspx?pageid=viewcatalog&catalogid=1&chapt%20erid=90&topicgroupid=407&loaduserredits=False>

Participation 10%
Reading Response 10%
In-class Test 10%
Research Essay 35%
Final Exam 35%

Participation (10%)

Students are encouraged to attend the regular lectures and participate in class discussions. The participation grade will be based on a combination of active and positive contribution to the class, and the student's critical engagement with the course themes and readings. While speaking in class is one way to participate, it is not the only consideration. Posting questions and comments to the Brightspace, emailing questions, coming to office hours, and responding to feedback on assignments are all part of actively participating in the course.

Critical Reading Response (10%) Due: September 29

This assignment (3-4 pages) is a reading response to an online government document (assigned links will be provided on the course Brightspace). Detailed instructions will be provided in class and posted on the class webpage.

In-class Test (10%) Due: October 13

This test will be multiple-choice questions and some short, identification questions. It will cover terms and concepts from the both the readings and the lectures.

Research Essay (35%) Due: November 24

This assignment (10-12 pages) is a research paper on an issue in Canadian politics and administration. Students must engage with at least **eight sources**, at least **five** of which must be scholarly. Detailed instructions and a list of suggested topics will be provided in class.

Final Exam (35%) December TBA

The term's final exam will test students' understanding of course material as a whole. It will include material from the course readings and from the lectures.

Note: The correct use of language is one of the criteria included in the evaluation of all written assignments.

All assignments must be double-spaced and in 12pt., Times New Roman font. Sources should be cited consistently and thoroughly, following Chicago Style.

http://www.chicagomanualofstyle.org.ezproxy.library.dal.ca/tools_citationguide.html

Late Penalty and Deadlines

Late assignments will be deducted 5% per day.

Students requesting special consideration for an assignment or an examination must do so in advance of the relevant deadline. Except in the case of an exceptional documented emergency, no extensions will be granted in the 24 hours before an assignment is due.

Other Important Dates

October 7: Last day to withdraw from a Fall term course without a W.

November 14: Last day to withdraw from a Fall term course with a W.

Accommodation Statement

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 Statement

All students in this class are to read and understand the policies on academic integrity and plagiarism referenced in the Policies and Student Resources sections of the academicintegrity.dal.ca website. Ignorance of such policies is no excuse for violations.

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 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 Policy on Intellectual Honesty contained in the Calendar or on the online Dalhousie website. The 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 be checked electronically for originality. 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.

http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policyrepository/CodeofStudentConduct.pdf

Class Conduct

Students are expected to behave in a civil manner during lectures and discussion groups, though vigorous discussion and conflicting opinions are very welcome. Personal attacks, disrespectful comments, or sexist, racist, homophobic, transphobic, ableist, or other discriminatory remarks will not be tolerated. Students can be expelled from discussion groups or lectures if their behaviour is deemed to be disruptive or inhibits the ability of others to learn. This policy is in accordance with Dalhousie University's Sexual Harassment and Personal Harassment policies, which affirm that "[a]ll members of the University community share responsibility for establishing and maintaining a climate of respect"

http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/PersonalHarassmentPolicy.pdf

http://www.dal.ca/content/dam/dalhousie/pdf/university_secretariat/policy-repository/SexualHarassmentPolicy.pdf

As a courtesy to other students and the instructor, please turn off all electronic devices other than those used for taking notes, and in all cases, please put devices on silent mode. The use of electronic devices for activities other than taking class notes is very disruptive to others. Out of respect, please save these activities for outside of class.

* * *

Lecture and Readings Schedule:

This list is a guide only. The instructor may alter the schedule to accommodate guest lectures, or for other logistical or academic considerations. Changes to this outline will be discussed with the class in advance of alterations, as the course progresses. Course content may be altered to reflect developments with current issues.

September 6, 8 Introduction / Theorizing Administration

Inwood, Chapter 1, "Introduction: The Nature of Public Administration"

Max Weber, *Economy and Society: An Outline of Interpretive Sociology*, translated by Guenther Roth and Claus Wittich, (New York: Bedminster Press, 1968), Chapter 11: "Bureaucracy," 956-1005. (Online)

September 13, 15 Federalism, Democracy, and the Constitution

Inwood, Chapter 2, "Public Administration and Democracy"

Christopher Alcantara and Zachary Spicer, "A new model for making Aboriginal policy? Evaluating the Kelowna Accord and the promise of multilevel governance in Canada" *Canadian Public Administration*, 59(2) (June 2016): 183-203. (Online)

P.E. Bryden, "'Pooling our resources': Equalization and the origins of regional universality, 1937–1957," *Canadian Public Administration*, 57(3) (September 2014): 401-418. (Online)

September 20, 22 'The Bureaucratic Imagination': Theories of Management

Inwood, Chapter 3, "Theories of Organization"

Inwood, Chapter 4, "Organization Theory and Canadian Public Administration"

Timothy Mitchell, "Fixing the Economy," *Cultural Studies*, 12(1) (1998): 82-101. (Online)

September 27, 29 Administering the Civil Service

Inwood, Chapter 5, "Public Administration and Institutions: The Real World of Organization and the Machinery of Government"

Ken Rasmussen, "Administrative Reform and the Quest for Bureaucratic Autonomy: 1867-1918." *Journal of Canadian Studies*, 29(3) (Fall 1994), 45-62. (Online)

September 29 *Reading Response Assignment due*****

October 4, 6 The Judiciary

Inwood, Chapter 6, "Public Administration, the Constitution, and Law"

Philippe Lagassé, "Parliamentary and Judicial Ambivalence Toward Executive Prerogative Powers in Canada, *Canadian Public Administration*, 55(2) (June 2012): 157–180. (Online)

October 11, 13 The Legislature

Inwood, Chapter 7, "Public Administration and Public Policy"

Brenda O'Neill, "Unpacking Gender's Role in Political Representation in Canada," *Canadian Parliamentary Review*, 38(2) (2015): 22-30. (Online)

October 13 *In-class Test*****

October 18, 20 The Executive

Philippe Lagassé, "The Crown and Prime Ministerial Power," *Canadian Parliamentary Review*, 39(2) (2016): 17-23. (Online)

Nick d'Ombrain, "Ministerial Responsibility and the Machinery of Government," *Canadian Public Administration*, 50(2) (Summer 2007): 195-218. (Online)

Manon Tremblay and Daniel Stockemer, "Women's ministerial careers in cabinet, 1921–2010: A look at socio-demographic traits and career experiences," *Canadian Public Administration*, 56(4) (December 2013): 523–541. (Online)

October 25, 27 Efficiency, Economy, and Human Resources

Inwood, Chapter 8, "The Public and Administration and the Management of Human Resources"

Inwood, Chapter 9, "Public Administration, Management Reform, and Financial Management"

Christopher Hood and Ruth Dixon, "What We Have to Show for 30 Years of New Public Management: Higher Costs, More Complaints," *Governance*, 28(3) (July 2015): 265-267. (Online)

November 1, 3 Government, Administration, and Ethics

Inwood, Chapter 10, "Public Administration and Ethics"

Inwood, Chapter 11, "Public Administration and Accountability"

Kate Puddister and Troy Riddell, "'The RCMP's 'Mr. Big' sting operation': A Case Study in Police Independence, Accountability and Oversight," *Canadian Public Administration*, 55(3) (September 2012): 385–409. (Online)

November 8, 10 *STUDY WEEK*****

November 15, 17 Administration and Colonialism

Jennifer Reid, "The Doctrine of Discovery and Canadian Law," *The Canadian Journal of Native Studies*, 30(2) (2010): 335-359. (Online)

Michael Morden, "Indigenizing Parliament: Time to Re-Start a Conversation," *Canadian Parliamentary Review*, 39(2) (2016): 24-33. (Online)

William Wicken, "History on Trial in Daniels vs. Canada," *Active History*, (April 21 2016). (Online)

November 22, 24 Twenty-First Century Government and Administration

Jocelyne Bourgon (2011), *A New Synthesis of Public Administration: Serving in the 21st Century*, Montreal and Kingston: McGill-Queens University Press, Chapters 1-2, pp. 7-30.

Kenneth Kernaghan (2014), "Digital Dilemmas: Values, Ethics and Information Technology," *Canadian Public Administration*, 57(2) (June 2014): 295-317. (Online)

Tamara Small, et al., "Online Political Activity in Canada: The Hype and the Facts," *Canadian Parliamentary Review*, 37(4) (2014): 9-16.(Online)

November 24 *Research Essay due*****

November 29, December 1 Review / Conclusion

No Readings