

GSPP 801 Governance and Administration

| University of Regina Campus | |
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| Instructor: | Jennifer Wallner |
| Phone: | 585-5468 |
| E-mail: | jennifer.wallner@uregina.ca |
| Office Hours: | By appointment |
| Office Location: | 110 – 2 Research Drive |
| Term: | Winter 2010 |
| Room: | CL 435 |
| Time: | Wednesdays, 7:00 – 9:45 |

CALENDAR DESCRIPTION

This course analyzes governing institutions and the process of modern government within Canada as a means of enhancing a student's understanding of policy formulation and implementation. This course is intended to provide a basis for critically assessing political and administrative decision-making and policy outcomes.

COURSE CONTENT AND APPROACH

As students of public sector governance and administration, we endeavour to understand the theory and practice of institutions; public sector managers and management; and the political, social, and economic environment which surrounds governance. In order to understand the framework within which governance – and public sector management – exists within Canada, we begin with the vital institutions of the Canadian public sector, including the Constitution, parliamentary government, the Cabinet system of government,

federalism, the judiciary and the rule of law, and the public service. Next, we assess the most prominent challenges facing public sector governance and administration in the twenty-first century. These challenges include the relationships between governments and citizens, multi-level governance (including relations with municipalities and with aboriginal governments), the changing focus on government accountability, and how governments provide services to their citizens. These challenges also include the choices governments make around how to achieve their goals as well as the very important issues facing a renewing public service.

The course content is summarized on the attached outline and schedule. The topics will be addressed through presentations, readings, discussions and written assignments. Linking theory with practice is an important element of the course. As such, students are expected to be prepared to discuss the readings each week and current events when appropriate. Participation throughout the course will be very important, and a mix of strategies will be used to ensure that all students are able to participate throughout the semester including weekly participation, group presentations, and written work.

REQUIRED READINGS

- Blakeney, Allan and Sandford Borins. 1998. *Political Management in Canada*. 2nd edition. Toronto, ON: University of Toronto Press.

- Dunn, Christopher (Editor). 2002. *The Handbook of Canadian Public Administration*. Don Mills, ON: Oxford University Press.
- GSPP 801 Reading Package.

These materials are available for purchase in the University of Regina bookstore. Both books are also on reserve at the main library. In addition, the Blakeney and Borins text is available as an e-book through the library.

SUPPLEMENTARY READINGS

Supplementary readings will either be available online or will be included in the Reading Package.

Background Textbooks:

For students who require some additional background on public administration, Canadian politics and structures, and government decision-making, there are a number of textbooks and other pieces on government that are worth consulting. I recommend the following sources in particular, all of which have been put on reserve in the library for the course:

- McIvor, Heather. 2008. *Parameters of Power: Canada's Political Institutions*. 5th ed. Thomson Nelson. JL 65 P373 2008
- Kernaghan, Kenneth and David Siegel. 1999. *Public Administration in Canada*. 4th ed. Thomson Nelson. JL 108 K45 1999
- Johnson, David. 2006. *Thinking Government: Public Sector Management in Canada*. 2nd ed. Broadview Press. JL 108 J64 2006
- Forsey, [Senator] Eugene. 2005. *How Canadians Govern Themselves*. 6th Edition. Ottawa, ON: Library of Parliament. Available online at <http://www.parl.gc.ca/information/library/idb/forsey/index-e.asp>

EVALUATION

(SUBJECT TO REVISION - SEE DETAILED INFORMATION ON ASSIGNMENTS BELOW):

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|-------------------------------------|-----|-------------------------|
| Book Review (1,000 words) | 15% | February 3 (Session 5) |
| Seminar Presentation | 35% | TBA |
| Research Paper Proposal (~ 2 pages) | 10% | February 10 (Session 6) |
| Research Paper (4,500 words) | 40% | April 17 (Session 13) |

NOTE: All written assignments will be submitted by email to the instructor as a word attachment. You will receive a copy of your assignment back, containing feedback from the instructor.

LATE ASSIGNMENTS

Late penalties will be in operation except for documented medical reasons. There are no exceptions.

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|------------|----------------------|
| Penalties: | 1 day 5 per cent |
| | 2-4 days 15 per cent |
| | 5-7 days 25 per cent |

Assignments are not accepted after 7 late days except for documented medical reasons.

STUDENTS WITH SPECIAL NEEDS

Students in the course who, because of a disability, may have a need for accommodations are encouraged to come and discuss accommodations with the instructor, and to contact the Coordinator of Special Needs Services at 585-4631.

ACADEMIC INTEGRITY AND CONDUCT

Ensuring that you understand and follow the principles of academic integrity and conduct as laid out in the University of Regina's Graduate Calendar and the University of Saskatchewan's Guidelines for Academic Conduct is vital to your success in graduate school. Ensuring that your work is your own and reflects both your own ideas and those of others incorporated in your work is important: ensuring that you acknowledge the ideas, words, and phrases of others that you use is a vital part of the scholarly endeavour. If you have any questions at all about academic integrity in general or about specific issues, contact your course instructor and to discuss your questions.

Please note, academic misconduct will not be tolerated and will result in severe consequences if it emerges. Plagiarism in any form – copying text without attribution, presenting text as the author's own with a citation, or using ideas developed by others without attribution – will compromise your position in this class and potentially this School.

E-MAIL POLICY

I will do my best to respond to emails sent to me at jennifer.wallner@uregina.ca within 48 hours. Please ensure you provide me with an up-to-date email address at the first class.

Introduction to Governance and Administration

Session 1: Introduction to the Course

January 6th 2010

Considering the meaning of governance and how it relates to administration.

Session 2: Governance and Administration – General Concepts and Ideas

January 13th 2010

This course assesses the ways in which original institutional designs constrain key actors, namely politicians and bureaucrats, and the ways in which institutions have been changed to meet new challenges. Whether the resulting institutional mix is capable of satisfying contemporary requirements of democratic governance is an abiding normative concern. Can public sector managers draw strength from institutions or are they hobbled and compromised by a framework that cannot be adequately reformed to supply policy innovation, public responsiveness and accountability?

Required readings:

Blakeney and Borins. *Political Management* Chapters 1, 5-7.

Stoker, Gerry. 1998. "Governance as Theory: 5 Propositions." *International Social Science Journal* 50: 17-28. Available online at <http://robertoigarza.files.wordpress.com/2009/04/art-governance-as-theory-five-propositions-stocker-1998.pdf>

Skogstad, Grace. 2003. "Who Governs? Who Should Govern? Political Authority and Legitimacy in Canada in the Twenty-First Century." *Canadian Journal of Political Science* 36: 955-973. Available online at

<http://proquest.umi.com/pqdweb?sid=3&vinst=PROD&fmt=6&startpage=-1&clientid=12307&vname=PQD&RQT=309&did=566538711&scaling=FULL&vtype=PQD&rq=309&cfc=1&TS=1259264461&clientId=12307>

Supplementary readings:

Roberts, Alastair. "Chapter 2: A Fragile State: Federal Public Administration in the Twentieth Century." In *The Handbook*.

Sossin, Lorne. "Chapter 5: Democratic Administration." In *The Handbook*.

Session 3: Institutions: Designs and Paths

January 20th 2010

How important are political institutions for public policy? Some argue that public policy is driven by demographic, economic and technological change and that institutions are merely the rules and procedures through which these bigger social forces work. Others maintain that institutions are endogenous and critical for understanding why some systems succeed and others stumble. If the second perspective is correct to any degree, how does institutional influence work? Are there some institutions that are clearly superior to others? How would you know?

Required readings:

March, James G. and Johann Olsen. 1984. "The New Institutionalism: Organizational Factors in Political Life." *American Political Science Review* 78: 734-749. Available online at <http://www.jstor.org/stable/1961840?cookieSet=1>

Hall, Peter and Rosemary Taylor. 1996. "Political Science and the Three New Institutionalisms." *Political Studies* 56: 936-957. In Reading Package.

Pierson, Paul. 2004. "Chapter 4: The Limits of Institutional Design." In *Politics in Time*, 103-132. Princeton: Princeton University Press. In Reading Package.

Ackerman, Bruce. 2000. "The New Separation of Powers." *Harvard Law Review* 113: 633-729. Available online at <http://libproxy.uregina.ca:2048/login?url=http://www.jstor.org/stable/1342286>

Supplementary readings:

Goodin, Robert. 2000. "Institutional Gaming." *Governance* 13: 523-533. Available online at <http://www3.interscience.wiley.com/cgi-bin/fulltext/119046331/PDFSTART?CRETRY=1&SRETRY=0>

Pierson, Paul. 2000. "Increasing Returns, Path Dependence, and the Study of Politics." *American Political Science Review* 94: 251-267. Available online at <http://libproxy.uregina.ca:2048/login?url=http://www.jstor.org/stable/2586011>

Session 4: The Canadian Constitution: Parliamentary Government

January 27th, 2010

The animating principal of parliamentary government is the idea of a political executive drawn from and responsible to the legislative assembly. All of the advantages and shortcomings of parliamentary government are ultimately traceable to this principal. Critics of responsible government take aim at two features: first, the relatively inconsequential role assigned to elected Members of Parliament; and second, the ineffectual character of ministerial responsibility. Does the system work as it was originally designed to work? Is it a system that is adequate for the demands of contemporary governance?

Required readings:

Smith, David. "Clarifying the Doctrine of Ministerial Responsibility as it Applies to the Government and Parliament of Canada." Commission of Inquiry into the Sponsorship Program and Advertising Activities *Research Studies I*, 101-43. Available online at

http://dsp-psd.pwgsc.gc.ca/Collection/GomeryII/ResearchStudies1/CISPAA_Vol1_4.pdf

Malloy, Jonathan and Scott Millar, 2008. "Why Ministerial Responsibility Can Still Work." In *How Ottawa Spends 2007-2008*, ed. G. B Doern, 105-122. Montreal and Kingston: McGill-Queen's University Press. In Reading Package.

Thomas, Paul G. "Chapter 18: Parliament and the Public Service." In *The Handbook*.

Supplementary readings:

Sutherland, Sharon. 1991. "Responsible Government and Ministerial Responsibility: Every Solution is its Own Problem." *Canadian Journal of Political Science* 24: 91-111.

Available online at

<http://libproxy.uregina.ca:2048/login?url=http://www.jstor.org/stable/3229633>

Aucoin, Peter, Jennifer Smith, and Geoff Dinsdale. 2004. *Responsible Government: Clarifying Essentials, Dispelling Myths and Exploring Change*. Ottawa: Canadian Centre

for Management Development. Available online at:

http://www.cspc-efpc.gc.ca/pbp/pub/pdfs/P120_e.pdf

Session 5: The Modern Cabinet: Ministers, Prime Ministers and Senior Officials

February 3rd, 2010

The traditional fear of cabinet domination of parliament has been overtaken in recent years by an even greater anxiety, namely that cabinet itself has been eclipsed by the prime minister who, with a small cadre of senior officials and partisan advisors, now

dominates all aspects of policy and administration. Is the idea of “court government” a gross exaggeration? Is it an accurate description of the exercise of power but unproblematic? Has it always been this way?

Required readings:

Blakeney and Borins. *Political Management*. Chapters 2-4, 18.

Dunn, Christopher. “Chapter 17: The Central Executive in Canadian Government: Searching for the Holy Grail.” In *The Handbook*.

Savoie, Donald. 2008. *Court Government and the Collapse of Accountability in the United Kingdom and Canada*. Toronto: University of Toronto Press. Chapter 2: How Did We Get Here?, pp. 20-43; and Chapter 13: From Formal Processes, Rules, and a Doctrine to the Individual, pp. 319-245. In Reading Package.

Weller, Patrick. 2003. “Cabinet government: An elusive ideal.” *Public Administration* 81: 701-722. Available online at

<http://www3.interscience.wiley.com/journal/118834818/abstract>

Supplementary readings:

Savoie, Donald. 1999. *Governing From the Centre*. Toronto: University of Toronto Press.
On reserve in library.

White, Graham. 2006. *Cabinets and First Ministers*. Vancouver: UBC Press. Available online at
<http://libproxy.uregina.ca:2048/login?url=http://site.ebrary.com/lib/uregina/Doc?id=10135982>

Bakvis, Herman. 2001. “Prime Minister and Cabinet in Canada: An Autocracy in Need of Reform?” *Journal of Canadian Studies* 35: 60-79. Available online at
<http://libproxy.uregina.ca:2048/login?url=http://proquest.umi.com/pqdweb?did=75497277&sid=5&Fmt=2&clientId=12307&RQT=309&VName=PQD>

Bourgault, Jacques. “Chapter 23: The Role of Deputy Ministers.” In *The Handbook*.

Rasmussen, Ken and Gregory P. Marchildon. 2005. “Saskatchewan’s Executive Decision-Making Style: The Centrality of Planning.” In *Executive Styles in Canada: Cabinet Structures and Leadership Practices in Canadian Government*, edited by Luc Bernier, Keith Brownsey and Michael Howlett, 184-207. Toronto, ON: University of Toronto Press. On reserve in library.

Session 6: The Canadian Constitution: Federalism, Intergovernmental

Administration, and Multi-level Governance

February 10th 2010

Modern governance is, and some say should be, dispersed across multiple authorities. But how should multi-level governance be organized, How large should jurisdictions be, and what responsibilities should be assigned where? In Canada where provinces are now joined by municipalities and Aboriginal jurisdictions these are vital questions. Are there systematic answers? Rules of thumb?

Federalism as a form of multi-level governance makes a number of promises. It promises to protect local minorities assembled in sub-national units, to enhance democracy by allowing greater local autonomy, and to allow for policy innovation. Has federalism in Canada delivered on these promises? Is it evolving institutionally toward a more or a less legitimate way of governing?

Required readings:

Blakeney and Borins. *Political Management*. Chapter 13.

Simeon, Richard. "Chapter 12: Federalism and Intergovernmental Relations." In *The Handbook*.

Montpetit, Eric. 2006. "Declining Legitimacy and Canadian Federalism: An Examination of Policymaking in Agriculture and Biomedicine." In *Continuity and Change in Canadian Politics: Essays in Honour of David Smith*, ed. Hans J. Michelmann and Cristine De Clercy, 89-116. Toronto: University of Toronto Press. In Reading Package.

Hooge, Liesbet and Gary Marks. 2003. "Unravelling the Central State, but how? Types of Multi-level Governance." *American Political Science Review* 97: 233-243. Available online at

<http://libproxy.uregina.ca:2048/login?url=http://www.jstor.org/stable/3118206>

Dacks, Gurston. 2004. "Implementing First Nations Self-Government in Yukon: Lessons for Canada." *Canadian Journal of Political Science* 37: 671-694. Available online at

<http://proquest.umi.com/pqdweb?sid=8&vinst=PROD&fmt=6&startpage=-1&clientid=12307&vname=PQD&RQT=309&did=847726231&scaling=FULL&vtype=PQD&rq=309&TS=1259267143&clientId=12307>

Supplementary readings:

Cameron, David and Richard Simeon. 2002. "Intergovernmental Relations in Canada: The Emergence of Collaborative Federalism." *Publius: The Journal of Federalism* 32: 49-71. Available online at

<http://libproxy.uregina.ca:2048/login?url=http://www.jstor.org/stable/3330945>

- Scharpf, Fritz. 1988. "The Joint Decision Trap: Lessons from German Federalism and European Integration." *Public Administration* 66: 239-278. Available online at <http://web.ebscohost.com/ehost/pdf?vid=2&hid=102&sid=259892fb-76af-462a-b8da-ad570a3d3a94%40sessionmgr113>
- Pierson, Paul. 1995. "Fragmented Welfare States: Federal Institutions and the Development of Social Policy." *Governance* 8: 449-478. On reserve in library.
- Stepan, Albert. 1999. "Federalism and Democracy: Beyond the U.S. Model." *Journal of Democracy* 10: 19-34. Available online at http://libproxy.uregina.ca:2048/login?url=http://muse.jhu.edu/journals/journal_of_democracy/v010/10.4stepan.html
- Lenihan, Donald G., Tim Barber, Graham Fox, and John Milloy. 2007. "Canadian Federalism: Adapting Constitutional Roles and Responsibilities in the 21st Century." *Policy Options* April: 89-95. Available online at <http://www.irpp.org/po/archive/apr07/lenihan.pdf>
- Evans, Mitchell B. and John Shields. "Chapter 8: The Third Sector: Neo-Liberal Restructuring, Governance, and the Remaking of State-Civil Society Relationships." In *The Handbook*.
- Sancton, Andrew. "Chapter 14: Provincial and Local Public Administration." In *The Handbook*.
- LeSage, Edward and Joseph Garcea. 2005. "Reflections on Municipal Reform: Reconfiguration or Reinvention?" In *Municipal Reform in Canada: Reconfiguration, Re-empowerment, and Rebalancing*, ed. Joseph Garcea and Edward C. LeSage Jr., 289-341. Don Mills, ON: Oxford University Press. On reserve in library.
- Simpson, Larry. 2004. "An Inuit Way of Knowing and the Making of Nunavut." *Policy Options* August: 9-12. Available online at <http://www.irpp.org/po/archive/aug04/simpson.pdf>
- Public Policy Forum. 2008. *Collaborative Governance and Changing Federal Roles: A PPF and PRI Joint Roundtable Outcomes Report*. Ottawa, ON: Public Policy Forum. Available online at http://www.pppforum.ca/common/assets/publications/en/pri_ppf_roundtable_en.pdf

READING WEEK – NO CLASSES

Session 7: The Judiciary and the Rule of Law

February 24th, 2010

The judiciary's role in governance is contested in many quarters, if only because the judiciary itself is able to influence that role. Is the constitutional value of the rule of law sufficient justification for the principle of judicial review? How much judicial independence is consistent with democratic norms?

Required readings:

Baar, Carl. "Chapter 19: Judicial Administration." In *The Handbook*.

Blake, Sara. "Chapter 25: An Introduction to Administrative Law in Canada." In *The Handbook*.

Hogg, Peter W. and Cara F. Zwibel. 2005. "The Rule of Law in the Supreme Court of Canada." *University of Toronto Law Journal* 55: 715-33. Available online at

http://muse.jhu.edu/journals/university_of_toronto_law_journal/v055/55.3hogg.pdf

McCormick, Peter. 2004. "New Questions about an Old Concept: The Supreme Court of Canada's Judicial Independence Decisions." *Canadian Journal of Political Science* 37: 839-862. Available online at

<http://proquest.umi.com/pqdweb?did=844055981&sid=6&Fmt=3&clientId=12307&RQT=309&VName=PQD>

Supplementary readings:

McLachlin, Beverly. 2001. "Courts, Legislatures and Executives in the Post-Charter Era." In *Judicial Power and Canadian Democracy*, ed. Paul Howe and Peter Russell, 63-

72. Toronto: University of Toronto Press. On reserve in library.

Knopff, Rainer. 2001. "Courts Don't Make Good Compromises." In *Judicial Power and Canadian Democracy*, ed. Paul Howe and Peter Russell, 87-93. Toronto: University

of Toronto Press. On reserve in library.

Morton, F.L. 2001. "Dialogue or Monologue?" In *Judicial Power and Canadian Democracy*, ed. Paul Howe and Peter Russell, 111-117. Toronto: University of Toronto Press. On reserve in library.

Russell, Peter H. 2001. "Reform's Judicial Agenda". In *Judicial Power and Canadian Democracy*, ed. Paul Howe and Peter Russell, 118-122. Toronto: University of Toronto Press. On reserve in library.

Session 8: The Public Service: Form and Function

March 3rd, 2010

The public service in Canada was created in the struggle between the local requirements of patronage and political mobilization and the national requirements of bureaucratization imposed by nation wide projects. Since the early 20th century the public service has undergone a number of transformations and followed a number of "models." New entities have been created to improve, program delivery, policy formation, and horizontal coordination. Is the current public service organized to meet the governance challenges of the 21st century?

Required readings:

Blakeney and Borins. Chapters 8 and 12.

Lindquist, Evert. 2006. *A Critical Moment: Capturing and Conveying the Evolution of the Canadian Public Service*. Ottawa, ON: Canada School of Public Service. Available online at: http://www.cspc-efpc.gc.ca/pbp/pub/pdfs/P134_e.pdf

Hood, Christopher and Guy Peters. 2007. "The Middle Aging of the New Public Management: Into the Age of Paradox?" *Journal of Public Administration Research and Theory* 14: 267–282. Available online at

<http://proquest.umi.com/pqdweb?did=651212891&sid=9&Fmt=2&clientId=12307&RQT=309&VName=PQD>

Supplementary readings:

Aucoin, Peter. 1995. *The New Public Management: Canada in Comparative Perspective*. Montreal: IRPP. Available online at

<http://site.ebrary.com/lib/uregina/docDetail.action?docID=10210291>

Whitaker, Reg. 1987. "Between Patronage and Bureaucracy: Democratic Politics in Transition." *Journal of Canadian Studies* 22: 55-71. On reserve in library.

Public Policy Forum. 2007. *A Vital National Institution? What a Cross-Section of Canadians Think about the Prospects for Canada's Public Service in the 21st Century*.

Ottawa, ON: Public Policy Forum. Available online at

<http://libproxy.uregina.ca:2048/login?url=http://site.ebrary.com/lib/uregina/Doc?id=1018>

1755

Governance Challenges

Session 9: Citizen Responsiveness

March 10th, 2010

Citizens want the state to respond to their needs without having to provide excessive instructions. Learning what those needs are is a new challenge; not all institutions of government are designed to monitor and react to changing public demands. Is public disenchantment with government a product of institutional deficiencies regarding responsiveness, or does the public have excessive and unrealistic expectations? Is e-government a realistic possibility and would it be welcome if it were?

Required Readings:

Blakeney and Borins. *Political Management*. Chapters 15-17.

Borins, Sandford. "Chapter 24: Information Technology in the Public Sector." In *The Handbook*.

Fung, Archon. 2006. "Varieties of Participation in Complex Government." *Public Administration Review* 66: 66-75. Available online at

<http://proquest.umi.com/pqdweb?did=1174438121&sid=10&Fmt=2&clientId=12307&RQT=309&VName=PQD>

Soroka, Stuart N and Christopher Wlezien. 2004. "Opinion Representation and Policy Feedback: Canada in Comparative Perspective." *Canadian Journal of Political Science* 37: 505-529. Available online at

<http://proquest.umi.com/pqdweb?did=847726131&sid=11&Fmt=2&clientId=12307&RQT=309&VName=PQD>

Supplementary Readings:

Dunleavy, Patrick, Helen Margetts, Simon Bastow, and Jane Tinkler. 2006. "New Public Management is Dead – Long Live Digital-Era Governance." *Journal of Public Administration Research and Theory* 16: 467-494. Available online at

<http://proquest.umi.com/pqdweb?did=1069269981&sid=12&Fmt=2&clientId=12307&RQT=309&VName=PQD>

McNutt, Kathleen and Meaghan Carey. 2008. *Canadian Digital Government*. The Saskatchewan Institute of Public Policy Public Policy Paper 57. Regina, SK: SIPP. Available online at

http://www.uregina.ca/sipp/documents/pdf/PPP57_McNutt_ONLINE.pdf

Evan, B. Mitchell and John Shields. "Chapter 8: The Third Sector: Neo-Liberal Restructuring, Governance, and the Remaking of State-Civil Society Relationships." In *The Handbook*.

Session 10: Transparency, Ethics and Financial Management

March 17th, 2010

Canadians want their tax money to be spent appropriately (financial probity), their interests served by conscientious public servants (ethics), and the affairs of government conducted in an open manner (transparency). Is this too much to ask? Those who want to protect whistle-blowers, permit access to information and strengthen audit capacities answer strongly in the negative. On the other hand, have we, in pursuing these goals gone overboard, misunderstood what can actually be achieved, and put at risk other things that we value such as efficiency, privacy, and innovation?

Required Readings:

Savoie, Donald J. 2004. "Searching for Accountability in a Government without Boundaries." *Canadian Public Administration* 37: 1-26. Available online at

<http://www3.interscience.wiley.com/journal/119821745/abstract>

Juillet, Luc and Gilles Paquet. 2002. "The Neurotic State." In *How Ottawa Spends 200203*, ed. G. B. Doern, 69-87. Toronto: Oxford University Press. In Reading Package.

Thompson, Dennis. 1992. "Paradoxes of Government Ethics." *Public Administration Review* 52: 254-59. Available online at

<http://www.jstor.org/stable/976923>

Maltez, Donald J. and Jerry Herbel. 2000. "Beyond Idealism: Democracy and Ethics Reform." *American Review of Public Administration* 30: 19-45. Available online at

<http://arp.sagepub.com/cgi/content/abstract/30/1/19>

Saint-Martin, Denis. 2004. "Managerialist Advocate or 'Control-Freak'? The Janus-faced Office of the Auditor-General." *Canadian Public Administration* 47: 121-140. Available online at

<http://www3.interscience.wiley.com/cgi-bin/fulltext/119921156/PDFSTART>

Supplementary Readings:

Benoit, Liane E. and C.E.S. Franks. 2005. "For the Want of a Nail: The Role of Internal Audit in the Sponsorship Scandal." *Commission of Inquiry into the Sponsorship Program*

and Advertising Activities Research Studies V. 2: 233-303. Available online at

http://dsp-psd.pwgsc.gc.ca/Collection/GomeryII/ResearchStudies2/CISPAA_Vol2_6.pdf

Langford, John W. 2004. "Acting on Values: An Ethical Dead End for Public Servants." *Canadian Public Administration* 47: 429-450. Available online at

<http://www3.interscience.wiley.com/cgi-bin/fulltext/119921173/PDFSTART>

Rowat, Donald. 2004. "Canada Needs a Law and an Independent Commissioner to Protect Whistleblowers." *Policy Options* October: 60-63. Available online at

<http://www.irpp.org/po/archive/oct04/rowat.pdf>

Dobell, Peter and Martin Ulrich. 2006. "Parliament and Financial Accountability"

Commission of Inquiry into the Sponsorship Program and Advertising Activities Research Studies V. 1: 23-61. Available online at

http://dsp-psd.pwgsc.gc.ca/Collection/GomeryII/ResearchStudies1/CISPAA_Vol1_2.pdf

Malloy, Jonathan. 2006. "The Standing Committee on Public Accounts." *Commission of Inquiry into the Sponsorship Program and Advertising Activities* Research Studies V.1

Available online at

http://dsp-psd.pwgsc.gc.ca/Collection/GomeryII/ResearchStudies1/CISPAA_Vol1_3.pdf

Session 11: Service Provision: Procurement and Contracting Out

March 24th, 2010

Traditional approaches to service provision have stressed the binary character of state's choices: either provide the service "in-house" or use the market. It is now clear that these are not the only choices. Collaborations among public sector agencies have changed the landscape as have the emergence of public-private partnerships. These test both the coordinative capacities of governments and their ability to create collaborative advantage. What are the institutional obstacles to creative procurement? Can they be overcome?

Required Readings:

Zussman, David. "Chapter 4: Alternative Service Delivery." In *The Handbook*.

Phillips, Susan and Karine Levasseur. 2004. "The Snakes and Ladders of Accountability: Contradictions between Contracting and Collaboration for Canada's Voluntary Sector." *Canadian Public Administration* 47: 451-474. Available online at

<http://www3.interscience.wiley.com/cgi-bin/fulltext/119921174/PDFSTART>

Stefanick, Lorna. 2007. "Outsourcing and transborder data flows: the challenge of protecting personal information under the shadow of the USA Patriot Act." *International Review of Administrative Sciences* 73: 531-548. Available online at

<http://libproxy.uregina.ca:2048/login?url=http://ras.sagepub.com/cgi/reprint/73/4/531>

Vining, A.R. and A.E. Boardman. 2008. "Public-private partnerships in Canada: Theory and evidence." *Canadian Public Administration* 51: 9-44. Available online at

<http://pwm.sagepub.com/cgi/reprint/13/2/149>

Tsasis, Peter. 2008. "The politics of governance: Government-voluntary sector relationships." *Canadian Public Administration* 51 (2), 265-290.

<http://www3.interscience.wiley.com/cgi-bin/fulltext/120695826/PDFSTART>

Supplementary Readings:

Allen, Barbara. 2006. "How Ottawa Buys: Procurement Policy and Politics Beyond Gomery." In *How Ottawa Spends 2006-07*, ed. G. Bruce Doern, 95-115. Kingston and Montreal: Mc-Gill-Queen's University Press. In Reading Package.

Boviard, Tony. 2006. "Developing New Forms of Partnership with the 'Market' in the Procurement of Public Services." *Public Administration* 84: 81-102. Available online at

<http://web.ebscohost.com/ehost/pdf?vid=2&hid=13&sid=61910646-1d87-42be-9509-0a3b00283a09%40sessionmgr104>

Session 12: Policy Development and Instrument Choice

March 31st, 2010

Governments have different means of achieving their objectives. These different means have been referred to as "governing instruments," "policy instruments," and policy tools." One might imagine that different instruments suit different goals, but there is no settled theory about how instruments are chosen. It is clear, however, that instrument choice has consequences for the effectiveness of policy. Are there biases in instrument choice that might get in the way of efficiency and responsiveness? Are we overusing some instruments and under using others?

Required Readings:

Blakeney and Borins. *Political Management*. Chapters 9-11.

Tardi, Gregory. "Chapter 16: Departments and Other Institutions of Government." In *The Handbook*.

Wiseman, Nelson and David Whorley. "Chapter 20: Lessons on the Centrality of Politics from Canadian Crown Enterprise." In *The Handbook*.

Hood, Christopher. 2004. "Tools of Government in the Information Age." In *Oxford Handbook of Public Policy*, ed. Michael Moran, Martin Rein, and Robert E. Goodin, 469-

481. Toronto, ON: Oxford University Press. In Reading Package.

Trebilcock, Michael J. 2005. "The Choice of Governing Instrument: A Retrospective." In *Designing Government: From Instruments to Governance*, ed. Pearl Eliadis, Margaret M.

Hill, and Michael Howlett, 51-73. Montreal, QU and Kingston, ON: McGill-Queen's University Press. In Reading Package.

Trebilcock, Michael and Douglas G. Hartle. 1982. "The Choice of Governing Instrument," *International Review of Law and Economics* 2: 29-46. Available online at

http://www.sciencedirect.com/science?_ob=ArticleURL&_udi=B6V7M-476DTP2-3&_user=1069125&_rdoc=1&_fmt=&_orig=search&_sort=d&_docanchor=&_view=c&_acct=C000051259&_version=1&_urlVersion=0&_userid=1069125&md5=2e62b8079e9a29974859060c44255bfc

Session 13: Renewing the Public Sector: Merit, Neutrality and Competence

April 7th, 2010

The independence and competence of the public service is a major boon to program development and implementation. But for many years critics of the public sector have argued that it has displayed too much independence and not enough competence. A series of managerial reforms have been introduced, most recently in the realm of human resources. These have been accompanied by periodic efforts to staff the public sector in ways that ensure it is responsive to political agendas. Are these changes legitimate efforts to create a more democratically accountable public service, or do they "break the bargain" and unnecessarily politicize governance?

Required Readings:

Wake Carroll, Barbara and David I. Dewar. "Chapter 22: Performance Management: Panacea or Fools' Gold?" In *The Handbook*.

Perry, James, Debra Mesch, and Lorrie Paarlberg. 2006. "Motivating Employees in a New Governance Era: The Performance Paradigm Revisited." *Public Administration Review* 66: 505-514. Available online at

<http://libproxy.uregina.ca:2048/login?url=http://proquest.umi.com/pqdweb?did=1081557861&sid=1&Fmt=4&clientId=12307&RQT=309&VName=PQD>

Public Policy Forum. 2008. *Canada's Public Service in the 21st Century. Destination: Excellence*. Ottawa, ON: Public Policy Forum. Available online at

http://www.ppforum.ca/common/assets/publications/en/ppf_report_final_en.pdf

Lynch, Kevin G. 2008. *Sixteenth Annual Report to the Prime Minister on the Public Service of Canada for the year ending March 31, 2009*. Ottawa, ON: Government of

Canada. Available online at <http://www.bcp.gc.ca/docs/information/Publications/ar-ra/16-2009/pdf/rpt-eng.pdf>

Mulgan, Geoff. 2008. *Taking Public Sector Innovation Seriously*. The Manion Lecture (Canada School of Public Service), May. Available online at <http://www.cspsefpc>.

McMullen, Kathryn. "Chapter 26: Restructuring Government: Human Resource Issues at the Workplace Level." In *The Handbook*.

Supplementary Readings:

Malloy, Jonathan. "The Next Generation? Recruitment and Renewal in the Public Service." In *How Ottawa Spends, 2004-05*, ed. G. Bruce Doern, 277-295. Kingston and Montreal: Mc-Gill-Queen's University Press. In Reading Package.

Zussman, David R. 2008. *The New Governing Balance: Politicians and Public Servants in Canada*. The Tansley Lecture March 13. Available online at http://www.uregina.ca/sipp/documents/pdf/Tansley_08_online.pdf

Session 14: Wrap-Up and Review

Detailed Information on Assignments and Evaluation

Book Review (15 marks) (submitted electronically as a word doc.)

Due Session 4 by start of class

The Book Review will be of Blakeney and Borins' Political Management in Canada (2nd edition). The review itself will be no more than 1,000 words.

How to start: Set out the following bibliographic information:

Title. Author. Place of publication: publisher, date of publication. - Number of pages. Reviewed by (student name).
Example:

The Politics of Public Money: Spenders, Guardians, Priority Setters, and Financial Watchdogs inside the Canadian Government. David A. Good. Toronto, ON: University of Toronto Press, 2007. – 352pp.

Reviewed by Brad Wall.

What to include:

- 1) A brief précis of the subject of the book.
- 2) A summary of the author's research questions, methodological approach, units and levels of analysis, and writing style.
- 3) A review of the book's main thesis, arguments and supporting evidence.
- 4) An evaluation of the strengths and weaknesses of the book.
- 5) A critical assessment (positive or negative) of the significance of the book to the subject area.

Questions to ask:

- 1) Who is the intended audience?
- 2) How objective is the author – is he or she biased toward one approach or outcome?
- 3) What is the scope of the book – is it limited to a North American analysis or does it provide global lessons? Is the work directed at a specific policy area or is it applicable across multiple domains?
- 4) What methodological approach has the author adopted?
- 5) Did the author accomplish the analytical goals set out at the start of the book?
- 6) Has the author left anything out that should have been included or considered?

Book Review Tips:

- Read the book before you start writing
- Use short concise quotes
- Write in the third person
- Follow the *Chicago Manual of Style* using in text referencing

Seminar Presentation (35 marks)

You, and one or two of your classmates, as a team, will prepare and deliver half of one of the seminars from seminars 4 through 12. In a good seminar, everyone will have read the text and at least one other item. Everyone will have considered the theme questions and have some response to them. Participants will come with questions and expect to make a verbal contribution to the seminar.

The persons leading the seminar will have read and considered all of the required material. They will have an outline of the points they wish to see discussed in the seminar and introduce the seminar with an overview that touches on the readings. **This outline must be provided to the professor at least 2 days before the class.** They will guide the seminar in terms of topics and questions to be addressed, act as a resource person by providing information and clarification on difficult points, and, where necessary, both direct the discussion and involve those who are reluctant to participate in the discussion.

The following is a rough guide to how an effective seminar might progress to provide an indication of the components that you are graded on. In addition, the style of the presentation itself will be considered – be sure to divide presentation time equally among the group members; be sure to present with confidence and clarity; and – feel free to bring in audio-visual elements or guest speakers BUT – if you bring in guest speakers, note that they cannot take up your entire presentation.

Step 1: Basic Concepts

The first issue in each week will be terms and concepts that might pose problems in the discussion. List the concepts with which there might have been difficulty; offer a preliminary explanation or definition, and be prepared to suggest an explanation when others identify problematic concepts.

Step 2: Select a Question

Each topic has a number of questions. We can't answer them all at once. Suggest the question that best begins the discussion. Or, if there is a question that is not there, but is preliminary to these questions, then tell the group what it is.

Step 3: Offer an Thesis

Get the discussion going. Invite a challenge and try and foster debate drawing out both the perspectives developed in the readings and any original perspectives that are offered by participants in the seminar.

Step 4: Connect up the Readings

Look for opportunities to identify parallels and points of disagreement among the readings in any given week and between weeks. Use the answers developed in previous weeks to inform the issues being discussed in the week at hand.

Step 5: Critique

Identify strengths and weaknesses in the readings. Be prepared to argue that authors contribute little but confusion if that's what you think. Point out strong theses. Sum up the principle points, and the answers to the questions, developed by the seminar. Suggest further lines of exploration.

Research Paper Proposal (10 marks) (submitted as a word doc.)

Due Session 5 by start of class

The Research Paper Proposal includes three parts:

First part – 2 to 3 paragraphs - includes:

- Research question and why it is of interest to you and your audience
- Tentative hypothesis – what do you think will answer your question?
- Evidence you will use to test your tentative hypothesis

Second part – draft outline:

- This is your map of where you are going (the route you are taking)
- It is only a draft; major changes are likely
- The draft outline is not detailed: it should be about ½ page long

Third part - reference list:

- Have enough sources to address your research question
- Follow the style guide when writing up the reference list
- Generate up to one page of high-quality reference sources

Research Paper (40 marks) (submitted as a word doc.)

Due Session 13 by start of class

The research paper is designed to address a current issue facing governance and/or administration. Your research question can be related to one of the issues raised in any of the sessions from sessions 7 through 12. If there is a governance or administration topic that you would like to address that does not fall within these topics, please speak to the course professor.

An analytical research paper such as this usually begins with a research question and a hypothesis (or series of hypotheses) and involves evidence gathered from secondary sources (including government publications, academic publications – both journals and monographs, and others) used to examine your hypothesis(es). Time and ethics-related restraints, prevent research using human subjects (e.g. interviews).

The paper will be a maximum of 4,000 words, which does not include the title page, reference list, tables, and any figures used in the paper. If you have not yet taken GSPP 804, referring to the excerpt from *The Craft of Research* included in UR Courses course materials and meeting with the instructors will help support your research question, hypothesis, and overall paper development.