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JSGS 801 – GOVERNANCE AND ADMINISTRATION

<table>
<thead>
<tr>
<th>UNIVERSITY OF REGINA CAMPUS</th>
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<tr>
<td>INSTRUCTOR: Ken Rasmussen</td>
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<td>PHONE: 306-585-5463</td>
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<td>E-MAIL: <a href="mailto:ken.rasmussen@uregina.ca">ken.rasmussen@uregina.ca</a></td>
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<tr>
<td>OFFICE HOURS: Anytime by appointment or before class</td>
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<tr>
<td>OFFICE LOCATION: 110 -2 Research Drive</td>
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<td>TERM: Fall 2014</td>
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<tr>
<td>ROOM: 210 – 2 Research Drive</td>
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<td>DATE AND TIME: Monday 5:30- 8 15</td>
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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

This course is divided into two parts. The first focuses on a series of well-known challenges faced by the institutions of policymaking and service delivery in Canada together with an assessment of the ability of the institutions to meet these challenges. For the most part the format will be one of lectures and interactive dialogue between professor and student as well as a large number of case studies that will be both done in class and also longer ones that will be prepared in advance. The second part of the course is devoted to a more detailed examination of contemporary public sector management and the role that public servants play in these challenges. The institutional frame from the first part of the course is still there but this part of the course is focused on a series of more recently identified challenges and opportunities, including the changing focus on government accountability, the desire to create more effective service delivery and more well functioning programs and the rise of new governing instruments. Teams of students will present these seminars on contemporary challenges in public management. The final session will provide students with a chance to make presentations that reflect on and integrate the material covered in the whole course.

The approach is based on the idea of building competencies and that each student in the program is in the program to become a professional public servant or a leader in an organization with a public interest mandate. As such the overall MPA program is aimed at developing the varied
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competences needed to be effective in this role. Leadership, problem solving, decision-making, communications are all part of this and will be part of the competencies building component of this course. Well-trained public servants should be able to combine academic theory, applied skills and an ability to refer to and also reflect the democratic preferences of the public that they represent. This course is a step in that process and applies a basic competency framework that can be used in other classes and as part of your career progress plans.

There comes a point for every potential leader when attention to job-skills development needs complementing with attention to who and how they are as a human being: they need to know what it is like to be on the receiving end of their leadership, what their blind spots are, what they don’t know they don’t know. They need to examine the possibilities of every conversation they have. How well do they listen? How noticeable is their empathy? How well do they regulate their emotions? What are they like in conflict? And a hundred more such questions. In short, what sort of public servant do you hope to be when you are more experienced? Development of this, the human dimension, is crucial for effective development of the public servants leadership skills. This quality of leadership development is fundamental to the Johnson-Shoyama Graduate School and we pride ourselves on having the capacity to help develop it.

Key competencies that will be developed in this class included written and oral communications skills, leadership, teamwork and ethical decision-making. Group work and resolving group conflicts independently, individual leadership and developing clear skills in managing multiple tasks are clearly part of this class.

REQUIRED READINGS

Suggested Reading


Readings for individual classes are noted in the detailed course calendar outline below. There is a significant amount of reading required where students are responsible for presentations, we are asking for fewer readings and have asterisked the ones that everyone should do, whether you are presenting or not.

A very basic and short introduction to Canadian governmental institutions can be found at: Eugene A. Forsey, How Canadians Govern Themselves, 8th ed. (available on line at http://www.parl.gc.ca/about/parliament/senatoreugeneforsey/book/assets/pdf/How_Canadians
Access to readings other than the textbook can be found online through the UR Library e-journals.

**Evaluation**

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<tr>
<th>Assignment</th>
<th>Percentage</th>
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<tr>
<td>Environmental Scan</td>
<td>20%</td>
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<tr>
<td>Briefing Note</td>
<td>10%</td>
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<tr>
<td>Blueprint 2020 Paper (2500 words)</td>
<td>35%</td>
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<tr>
<td>Participation in Seminar Delivery</td>
<td>15%</td>
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<tr>
<td>Case Study</td>
<td>10%</td>
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<tr>
<td>Final Exam</td>
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<td><strong>Total</strong></td>
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**Description of Assignments**

Your **first writing assignment** is to conduct an environmental scan for a governance organization of your choice. This could be a government department, an international organization, or a non-governmental organization. An environmental scan is an attempt to identify what is going on in an organization’s external environment that may pose challenges or offer opportunities in the future. Typically, a scan will identify trends, events, and emerging issues that are likely to have an impact on the way an organization performs its functions and meets its goals. Although scans can be conducted in a variety of formats, you should follow the format in the guidelines laid out for the Saskatchewan Ministry of Finance [http://www.finance.gov.sk.ca/PlanningAndReporting/EnvironmentalScanGuidelines.pdf](http://www.finance.gov.sk.ca/PlanningAndReporting/EnvironmentalScanGuidelines.pdf) and present information for each of the five components of a scan identified in these guidelines. Each section should be about 300 words in length for a total of 1500 words. Remember, although the analysis and synopsis components begin to suggest possible solutions, a scan is largely a descriptive exercise.

Your **second written assignment** is a briefing note based on an assignment handed out in class. A briefing note outline will be found on the webpage. This assignment is due the following week and should be no more than 300 words (2 pages max).

Your **third writing assignment** is to prepare a paper of 2,500 words on the future of the federal public service dealing with some aspect of its form and function. In June 2013, Wayne Wouters, the Clerk of the Privy Council and Head of the Public Service, launched the Blueprint 2020 vision...
on the future of the federal public service, and an engagement initiative encouraging public servants and Canadians to contribute their ideas on how to make the Blueprint 2020 vision a reality.

As part of the process of engagement, the Canada School of Public Service announced a graduate student paper competition aimed at obtaining "thoughtful research on matters related to the Blueprint 2020 vision, for example: how the vision could be implemented; how this exercise compares to other reform initiatives; topics related to the four guiding principles; or other questions related to ensuring Canada continues to have a world class public service in the decades ahead. Papers will be assessed on their overall contribution to new knowledge and understanding about the public service that will help to turn Blueprint 2020 into reality."

The paper can be no longer than 2,500 words. The rules for the paper are the same as those that applied to the original competition and can be found at: [www.ipac.ca/blueprint2020-guidelines](http://www.ipac.ca/blueprint2020-guidelines)

More information on the Blueprint 2020 initiative can be found online at the IPAC website

In the second part of the course, students, working in groups, will be required to present, provide discussion questions and lead a discussion of one of the seminars assigned for a class. Basically, the student group will conduct the seminar. Presentation skills and content form part of the grade.

The fourth written assignment is a case study analysis of a case distributed in class. You will need to do a briefing note and present your answer in class.

There will be a final exam worth 10% of your final grade that will take place in the last half of the last class.

**LATE ASSIGNMENTS**

Late penalties will be assessed except for cases with documented medical reasons. There are no exceptions.

**Penalties:**

- 1 day: 5 percent
- 2-4 days: 15 percent
- 5-7 days: 25 percent

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

**STUDENTS WITH SPECIAL NEEDS**

Students in this course who, because of a disability, may have a need for accommodations are encouraged to discuss this need with the instructor and to contact the Coordinator of Special
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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 is vital to your success in graduate school (available at http://www.uregina.ca/gradstudies/calendar/policy_univ.shtml#conduct). 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 endeavor.

COURSE CALENDAR OVERVIEW

Part One: The Framework Under Stress

Session 1: Introduction to Governance and Administration (September 8)
Session 2: The Scope and Limits of Modern Ministerial Responsibility (September 15)
Session 3: The Trouble with Central Agencies (September 22)
Session 4: The Contemporary Public Service (September 29)
Session 5: Courts Make Policy: Democratic Dialogue or Dialogue of the Deaf? October 6)
October 13 Thanksgiving day (no class)
Session 6: The New Federalism (October 20)

Part Two: New Challenges and Opportunities

Session 7: Accountability: Transparency, Ethics and Financial Management (October 27)
Session 8: Governance: Steering or Drowning? (including ‘Lean’)(November 3)
Session 9: Governing in Networks (November 10)
Session 10: Citizen Responsiveness and Democratic Engagement (November 17)
Session 11: Service Provision: Procurement, Contracting Out and P3s (November 24 Blueprint 2020 paper due)
Session 12: Governance in the Digital Age: IT, e-government and e-governance (December 1 – last class)
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DETAILED COURSE CALENDAR

Part One: The Framework Under Stress

Session 1: Introduction to Governance and Administration (September 8, 2014)

The art of governing takes place in an institutional environment that sets the basic ground rules for making and implementing public policy. Beginning in the mid-1990s, it became commonplace to hear that the locus of policy making was no longer to be found in the traditional institutions of government but in a broader institutional context of “governance”. Whether or not this claim was ever well-founded (a question that will be a major theme of this course), significant changes in the institutional environment have certainly taken place. Whether the resulting new institutional mix is capable of satisfying contemporary requirements of democratic governance is an abiding normative concern. Can public sector managers draw strength from the new environment or are they hobbled and compromised by a framework that cannot be adequately reformed to supply policy innovation, public responsiveness and accountability?

In this class students will also be required to do a Leadership Practices Inventory (PLI) and begin to reflect on their role within the system of governance or their desired role. The Johnson Shoyama Graduate School is a professional school aiming to give students the understanding and skills needed to be successful in a career in a public sector organization. This involves not only understanding the literature on public administration and management, but also your place in such a system and how professional public servants navigate in this rapidly changing environment.

Required readings:
Textbook Chapter 1  Mark D. Jarvis and Herman Bakvis, “From New Public Management to New Political Governance”
Textbook Chapter 4 C.E.S. Franks and David Smith, ‘The House of Commons Under Stress: Reform and Adaptation’, pgs 70-104


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Canada in the Twenty-First Century.” Canadian Journal of Political Science 36: 955-973. Online

Additional readings.


Session 2: Who governs? The scope and limits of ministerial responsibility (Sept 15th 2014)
The central principle of parliamentary government is the idea of a political executive drawn from and responsible to the legislative assembly. While much of the traditional political science literature continues to agonize over the inability of elected Members of Parliament to hold the government of the day to account, arguably the more serious challenge comes from the increasingly 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? What are the consequences for public servants?

Required readings:

**Textbook Chapter 9:** Jonathon Boston and John Halligan, “Political Management and New Political Governance: Reconciling Political Responsiveness and Neutral Competence”


**Recommended readings:**


Session 3: The Trouble with Central Agencies (September 22, 2014)

The traditional fears that Cabinet domination of parliament threatens responsible government and undermines the principle of ministerial responsibility have been overtaken in recent years by an even greater anxiety. What if Cabinet itself has been eclipsed by the Prime Minister who, with a small cadre of senior officials and partisan advisors, can now dominate all aspects of policy and administration? In addition to long standing concerns about the “presidential” character of the modern Prime Minister has been added the even more sinister idea of “court government”. Are they plausible? What are the implications for the public service and public service reform? Can Cabinet Government ever return? Would we want it to return?

Required Readings


Recommended Readings


Harrison, Kathryn. 2007. The Road Not Taken: Climate Change Policy in Canada and the United States. Global Environmental Politics 7(4): 92-117

Session 4: The Contemporary Public Service (September 29th, 2014)
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 national projects. Since the early 20th century the public service has undergone a number of transformations and followed a number of “models”, in the course of which new entities have been created to improve, program delivery, policy formation, and horizontal coordination. To what extent is the contemporary public service organized to meet the governance challenges of the 21st century? Why have there been so many efforts at public service "renewal" in recent decades and is the latest version (Blueprint 2020) really any different from all the others?

Required Readings:


**Session 5: Courts Make Policy: Democratic Dialogue or Dialogue of the Deaf? (October 6th, 2014)**

The judiciary’s role in governance is contested in many quarters, if only because the judiciary itself is able to influence its own role. Recent years have also seen increasing debate and dialogue about the respective roles of the courts and legislatures in a democratic society. 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? Do these models serve the best interest of the public? How seriously are we to take judicial protestations that judges are engaged in a “democratic dialogue” rather than usurping the roles of legislatures and executives?
Required readings:


**Session 6 The New Federalism: International Obligations, Decentralization and Multilevel Governance**

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 how should responsibilities should be assigned? 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? What are its consequences for public policy and public administration?

Required readings:

**Textbook Chapter 10 Grace Skogstad and Jennifer Wallner**  “Transnational Idea, Federalism and Public Accountability: Food Safety and Mandatory Education Policies in Canada”

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**Recommended readings:**


NOTE: readings marked with an asterisk * are to be read by all students.

Session 7: Accountability, Transparency, Ethics and Public Value (October 27th, 2014)

Canadians want their tax money to be spent appropriately (financial probity), their interests served by conscientious public servants (ethics), the affairs of government conducted in an open manner (transparency) and to enjoy access to a variety of public goods (public value). Is this all too much to ask in the age of governance? 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 important goals, such as efficiency, privacy, innovation and public value?

Textbook Chapter 3 Allan Tupper and Lori Turnbull “The Ethics of Public Service and the Challenges of Public Service Ethics “


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**Session 8: “New” Governance: Steering or Drowning? (November 3rd, 2014)**

In the first half of the course, we stressed the extent to which the apparent continuity and very traditional look of the formal institutions of government in Canada mask the changes that have taken place to meet new governance challenges. One interpretation of these changes – the “new governance” thesis – argues for a shift from top-down, hierarchical “government” with a typical policy output of hard law, towards a flatter, more participatory style of governing, or “governance”, which typically produces a range of less formal policy outputs. In this class we will review the extent to which such a shift has actually taken place and consider the consequences for citizens and public servants.


**Session 9: Governing in Networks (November 10th, 2014)**

Governments have different means of achieving their objectives. In recent years, dissatisfaction
with both “top-down”, hierarchical government and its successor, the creation of markets for public services, has created an interest in governing through loose networks of public and private actors, sometimes called “horizontal” or “collaborative” governance. Nonetheless, governing through networks has proved a challenge. Since networks are based on ties of trust and exchange, it is unclear how networks of public and private actors can be managed and “steered” in the direction of public goals without becoming hierarchical again. If they can’t be steered at all, then public managers have ceded authority over public policy to non-state actors with potentially embarrassing, or even catastrophic, consequences.


Session 10: Citizen Responsiveness and Democratic Engagement (November 17th 2014)

While network governance usually involves public managers and organized interests, there is a parallel movement to engage individual citizens directly in policy formulation and implementation. Citizens, it is widely believed, distrust interest groups and want to be consulted about their needs and interests in more sophisticated ways than through periodic elections. Learning what those needs and interests 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? Do some issues and problems respond better to a participatory approach than others or are the challenges of public engagement much the same across all policy sectors?

Textbook Chapter 5: Kenneth Carty and Lisa Young, “The Lortie Commission and the Place of Political Parties as Agents of Responsible Government”
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Available at http://www.queensu.ca/iigr/WorkingPapers/Interdependence.html


Session 11: Service Provision: Procurement, Contracting Out and P3s (November 24th, 2014)

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?

Textbook Chapter 12: Cosmo Howard and Susan Phillips, Moving Away from Hierarchy: Do Horizontality, Partnerships, and Distributed Governance Really Signify the End of Accountability


**Session 12: Governance in the Digital Age: IT, e-government and e-governance (December 1, 2014)**

If networks and direct engagement have their drawbacks, perhaps technology is the answer. Service delivery – or e-government – has already been revolutionized by IT but what of e-governance? New information technologies, it is claimed, have dramatically altered the trade-off between participation and information exchange. The public engagement literature that we reviewed in the last class often assumes the “old” trade-off, where the greater the citizen participation, the less information can be exchanged. Is there a new relationship in which information is costless and two-way communication between citizens and government achievable through technology? Is interactive e-governance a realistic possibility and would it be welcome if it were?

**Textbook Chapter Seven:** Fred Fletcher and Andre Blais, *New Media, Old Media Campaigns and Canadian Democracy”*


