Carleton University
School of Public Policy and Administration

PADM 5117 A
PUBLIC SECTOR MANAGEMENT AND THE CANADIAN POLITICAL SYSTEM
Fall 2012

Instructor: Robert Shepherd
Class Time: Tuesday 14:35 - 17:25 pm
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Office Hours: Tuesday: 13:00 - 14:30 pm
Wednesday: 15:35 - 17:30 pm

COURSE OBJECTIVES

This course is intended to:

$ Provide an understanding of the theories, values and principles of public sector management and a critical assessment of how these are implemented in practice in a parliamentary system;

$ Critically discuss contemporary Canadian and international research on public management and administration;

$ Examine how the philosophies of public sector management have evolved over time and assess the impact of institutional and managerial reforms in a Canadian and comparative context; and

$ Create an awareness of current key issues and challenges of public administration, and facilitate discussion of how these might be addressed.

The main focus is on public management in the Canadian context with specific reference to the Government of Canada. The course also draws on international research and examples from other jurisdictions including provincial and municipal governments.

READINGS


All other readings will be available on WebCT as available given Copyright restrictions.
COURSE FORMAT

The course will run as a structured seminar with a short introductory lecture provided by the instructor at the beginning of the class followed by active engagement by students in discussions based on the readings and selected public management cases.

COURSE EVALUATION

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<tr>
<th>Assignment</th>
<th>Theory Paper</th>
<th>Scenario Presentation</th>
<th>MC Case</th>
<th>MC Case Presentation</th>
<th>Class Participation</th>
</tr>
</thead>
<tbody>
<tr>
<td>Due Date</td>
<td>November 6</td>
<td>As Assigned</td>
<td>December 11</td>
<td>December 4</td>
<td>Throughout</td>
</tr>
<tr>
<td>% of Final Grade</td>
<td>25%</td>
<td>15%</td>
<td>30%</td>
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Theory Paper

The purpose of the theory paper is to provide you some experience to think critically and analytically about the readings, the concepts and theories, and the practice of public administration. The paper should be a critical analysis of a “theory” and its “practice” in public management. You are expected to describe the concept and its importance to public management from the perspective of our parliamentary system. You may wish to describe this comparatively with the republican or other system of government. However, the main purpose of this paper is to understand the theory and how it affects the functioning of the parliamentary system. In this respect, it may be useful to describe the historical underpinnings of the theory and how it has changed over time.

For example, you may wish to examine an aspect of the Federal Accountability Act and assess its short and long-term effects on management of the Public Service, or the overall functioning of the parliamentary system, or some impact on a department. You may also wish to compare the positions of particular authors and discuss how such positions may or may not be workable either from a theoretical or practice perspective. Your paper should be properly researched and all sources should be cited using an appropriate citation method. Sources such as Wikipedia are not considered to be scholarly sources. Also, papers submitted after the due date will be accepted but subject to a 1 percent penalty per day. Your paper should not exceed 20 double-spaced pages.
Scenario Presentation

Pairs of students will be expected to prepare a scenario from current events that corresponds to the course readings. Your task is to present the scenario as if you were preparing a memorandum-to-cabinet (MC). Pairs will be assigned. That is, you should follow a standard template as follows:

- Issue Definition (brief description – 1 minute)
- Background of the Issue (brief – 3 minutes)
- Recommended Solution (2 minutes)
- Considerations (for recommended solution – 2 minutes)
- Implementation (how you would implement the solution – 4 minutes)

Memorandum-to-Cabinet Group Assignment (MC)

Throughout the term, you will be expected to work in a group of approximately 3 or 4 people. Each group will select an issue or public problem that builds on one or more of the course discussions such as risk management, public consultation or public sector renewal. Each group will prepare a memorandum-to-cabinet that includes a background document and memorandum-of-recommendations using the prescribed Privy Council Office guidelines (provided on WebCT in an assigned folder).

Groups will be assigned sometime in October comprising no more than four persons per group. You will be expected to select a public problem on your own, but these topics should be approved by the instructor.

As an exercise, the public problem should be well-defined according to guidelines to be discussed in class. Given that this is a course in public management, your emphasis will be to consider how your recommended solution would be implemented given the contextual, ideological, environmental, regulatory or other factors as pertinent. Your background paper should not exceed 20-22 double-spaced pages. Your memorandum-of-recommendations should not exceed the page limit prescribed by the PCO guidelines.

MC Case Study Presentation and Participation

Each case study team will compete in a mini-case study competition at the end of the term. Your task will be to present the findings of your case studies and to make a persuasive case for your recommendation. Your presentation grade will be based on the extent to which you present your argument logically that makes pertinent links to the theories you have learned in class. That is, it is not enough that you believe your recommendation is correct or appropriate. You must demonstrate that you fully understand the implications of your recommendation on the “logic” of our system of government and its management practices.
Class Participation

Students are expected to come to class having read and be prepared to discuss the readings and apply them to real world public sector management situations. You will not be required to do a formal presentation on the readings, but will be expected to attend classes and actively participate in the discussions. You will be expected to bring news items to class to discuss.

GRADING GUIDELINES

SPPA has expanded upon the grading system outlined in the Graduate Calendar in order to give our students a fuller description of standards. This explanation is intended to provide clarification of the Graduate Calendar, and in no way overrides it. Carleton University uses a 12 point grading scale from A+ (12) to D- (1) to determine your overall Grade Point Average (GPA). The final evaluation you receive in this course will be submitted as a letter grade that corresponds to this scale. Note that in a graduate program, grades of C+ or lower normally cannot be given credit toward the degree.

Here is how to interpret grades in terms of our expectations of performance:

<table>
<thead>
<tr>
<th>Letter Grade</th>
<th>CU #</th>
<th>Description</th>
<th>% Ranges</th>
<th>Explanation</th>
</tr>
</thead>
<tbody>
<tr>
<td>A+</td>
<td>12</td>
<td>Outstanding</td>
<td>90-100</td>
<td>For written work, virtually publishable. Demonstrates exceptional evaluative judgment, outstanding critical thinking, and mastery of technical and literary aspects of writing.</td>
</tr>
<tr>
<td>A</td>
<td>11</td>
<td>Excellent</td>
<td>85-89</td>
<td>Demonstrates superior grasp of material, very strong critical thinking, and capacity to understand and extend underlying patterns.</td>
</tr>
<tr>
<td>A-</td>
<td>10</td>
<td>Very Good</td>
<td>80-84</td>
<td>Demonstrates strong grasp of material, its component parts, and capacity to analyse their relationships to each other.</td>
</tr>
<tr>
<td>B+</td>
<td>9</td>
<td>Good</td>
<td>77-79</td>
<td>Demonstrates clear understanding of material and ability to apply concepts. Written work is competent.</td>
</tr>
<tr>
<td>B</td>
<td>8</td>
<td>Satisfactory</td>
<td>73-76</td>
<td>Satisfactory, but below average. Demonstrates comprehension of material, reasonable but not strong analytical capacity, with limitations in the ability to apply concepts.</td>
</tr>
<tr>
<td>Category</td>
<td>Grade</td>
<td>Description</td>
<td>Score Range</td>
<td>Comments</td>
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<tr>
<td>B-</td>
<td>7</td>
<td>Barely Adequate</td>
<td>70-72</td>
<td>Clearly below average. Demonstrates comprehension and understanding, with limited capacity for application. Communications skills are problematic.</td>
</tr>
<tr>
<td>C+</td>
<td>6</td>
<td>Less than Adequate</td>
<td>67-69</td>
<td>Did not demonstrate an adequate understanding of the material or the ability to apply the concepts. Writing and/or presentations show serious problems.</td>
</tr>
<tr>
<td>C to D-</td>
<td></td>
<td>Failure</td>
<td>50-66</td>
<td>Grades in this range indicate work that is passable in some respects but does not meet the standards of graduate work.</td>
</tr>
<tr>
<td>F</td>
<td></td>
<td>Failure</td>
<td></td>
<td>Did not meet minimum requirements.</td>
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**UNIVERSITY POLICY ON PLAGIARISM**

Plagiarism is an instructional offence that occurs when a student uses or passes off as one’s own idea or product work of another person, without giving credit to the source. The punishments for plagiarism at Carleton are significant. You could fail the course, or, under certain circumstances, be expelled from the university.

If you are using someone else’s words—in a quotation—refer to the source in a footnote or bracketed reference. If you are paraphrasing someone else’s text (that is, not quoting directly, but closely following the line of argument), refer to the source just as you would for a quotation, except that quotation marks are not used. If you are using someone else’s ideas, acknowledge this in a footnote, or by a clear reference in the text of your essay.

Material copied from the Internet must be treated like material from a book or any other source. If you are quoting a source you found on the Internet, use quotation marks and refer to the location of the item (name the website; identify the electronic journal and issue, etc.) just as you would for a quotation from printed material. If you are paraphrasing material or borrowing ideas from an Internet source, the source must be identified in a footnote, just as a quotation would be. Excellent software is available for locating material that might have plagiarized from the Internet, and it will be used.

**ACADEMIC ACCOMMODATION**

You may need special arrangements to meet your academic obligations during the term. For an accommodation request the processes are as follows:
Pregnancy obligation: write to me with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details visit the Equity Services website: [http://www2.carleton.ca/equity/](http://www2.carleton.ca/equity/)

Religious obligation: write to me with any requests for academic accommodation during the first two weeks of class, or as soon as possible after the need for accommodation is known to exist. For more details visit the Equity Services website: [http://www2.carleton.ca/equity/](http://www2.carleton.ca/equity/)

Academic Accommodations for Students with Disabilities: The Paul Menton Centre for Students with Disabilities (PMC) provides services to students with Learning Disabilities (LD), psychiatric/mental health disabilities, Attention Deficit Hyperactivity Disorder (ADHD), Autism Spectrum Disorders (ASD), chronic medical conditions, and impairments in mobility, hearing, and vision. If you have a disability requiring academic accommodations in this course, please contact PMC at 613-520-6608 or pmc@carleton.ca for a formal evaluation. If you are already registered with the PMC, contact your PMC coordinator to send me your Letter of Accommodation at the beginning of the term, and no later than two weeks before the first in-class scheduled test or exam requiring accommodation (if applicable). After requesting accommodation from PMC, meet with me to ensure accommodation arrangements are made. Please consult the PMC website for the deadline to request accommodations for the formally-scheduled exam (if applicable) at [http://www2.carleton.ca/pmc/new-and-current-students/dates-and-deadlines/](http://www2.carleton.ca/pmc/new-and-current-students/dates-and-deadlines/)

You can visit the Equity Services website to view the policies and to obtain more detailed information on academic accommodation at [http://www2.carleton.ca/equity/](http://www2.carleton.ca/equity/)
COURSE OUTLINE

Week 1  Introduction
September 11
• Defining “public administration” and “public management”
• What are the challenges of governing today?
• Course overview and expectations

PART I: PUBLIC ADMINISTRATION THEORY AND INSTITUTIONS

Week 2  Public Institutions, Organizing Principles and Democratic Control
September 18
• Parliament and democracy: the Westminster model
• Politics/Administration Dichotomy
• Rule of Law of Public Legitimacy

Savoie, Introduction and Chapter 2.

Leone and Ohemeng, chapter 3 (Should the bureaucracy be politically neutral?).


Optional Readings:


Eugene Forsey, How Canadians Govern Themselves, 7th Edition (Ottawa: Supply and Services, 2005). Available at:
Week 3  Political and Administrative Responsibilities
September 25

- Personality and Values of the Canadian Public Service
- Government departments and mandates
- Ministerial Responsibility, role of legislation and limits of authority

Savoie, chapter 3.

Leone and Ohemeng, chapter 5 (Is ministerial responsibility a dead concept?).


Optional Readings:

Peter Aucoin, Jennifer Smith and Geoff Dinsdale, Responsible Government: Clarify Essentials, Dispelling Myths and Exploring Change (Ottawa: Canada School of Public Service, 2004).

PART II: FROM ADMINISTRATION TO MANAGEMENT

Week 4   Managing Government: The New Public Management
October 2
- New Public Management
- Alternative service delivery - the “rightness” of the private sector?

Savoie, chapter 4.

Leone and Ohemeng, chapter 4 (Should the public sector be run like a business?)


Week 5   Managing Government: Shift to Public Governance
October 9
- New public management to “public governance”
- New “styles” of management - Collaboration and networks

Savoie, chapter 7.

Leone and Ohemeng, chapter 13 (New Public Governance)


Optional Readings:


PART III: MANAGING UNDER CONDITIONS OF GOVERNANCE

Week 6 Managing Money: Public Budgeting Processes
October 16
- Budget setting processes
- Shifts to performance budgeting

Leone and Ohemeng, chapter 9 (Should Canadian governments be required by law to run balanced budgets?)


Week 7  Managing Money: Expenditure Management Processes  
October 23  
• Expenditure Management System (EMS)  
• Controlling expenses and growth in staffing  

Leone and Ohemeng, chapter 7 (Do institutions responsible for parliamentary oversight offer better tools for scrutinizing and improving governance?)  


Optional Readings:  


Week 8  Managing for Accountability: Who is Responsible?  
October 30  
• The Friedrich-Finer Debate renewed: values versus rules  
• Revisiting Ministerial Responsibility  
• Accountability Act and Accounting Officer model  

Savoie, chapter 11.
Leone and Ohemeng, chapter 16 (Federal accountability regimes and First Nations’ Governance)


Optional Readings:


Donald J. Savoie, “The Canadian Public Service has a Personality,” Canadian Public Administration, 49, 3, Fall 2006, 261-281.

Week 9 Managing Partnerships: Multiple Party Arrangements
November 6
- 3 Ps, Partnerships, MOUs
- Finding new ways of cooperating across jurisdictions

Savoie, chapter 5.

Leone and Ohemeng, chapter 10 (Should governments use the private sector to deliver public services?)


Optional Readings:


**Week 10 Managing People: Performance, Recruitment, Renewal**

**November 13**

- Merit and a neutral public service
- Collective bargaining, motivation and job satisfaction
- HR Renewal

Savoie, chapter 8.

Leone and Ohemeng, chapter 11 (Is employment equity fair and necessary?)


Optional Readings:


Week 11 Managing Leaders: Ethics in Governing
November 20
- Ethics and public leadership
- Whistleblowing and disclosure of wrongdoing
- Transparency in government

Savoie, chapter 12.
Leone and Ohemeng, chapter 8 (Should whistleblowing be encouraged in the public sector?)


Optional Readings:


**Week 12 Managing Risk: The “New” Way Forward in Managing?**

**November 27**

- Evaluation and results-based management
- Rise of “risk-based” management - risk or results?

Leone and Ohemeng, chapter 6 (Do performance management systems lead to better accountability and governance?)

Savoie, chapter 13.


Optional Readings:


Week 13  MC Group Case Study Presentations
December 4