

First Annual CAPPA Conference in Public Management and Public Policy

BOOK OF ABSTRACTS

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Concurrent Paper Sessions I

PANEL A: MANAGING COMMUNICATIONS AND PUBLIC SERVICE ROOM 2228 Chair: Dr. Kathy Brock.

The Politicization of the Public Service of Canada: The Harper Government or the Government of Canada?

Dr. Ken Rasmussen, is Professor at the Johnson-Shoyama Graduate School at the University of Regina.

Abstract: The author attempts to explore the question of whether we have witnessed what can be described as a politicization of the public service of Canada and if so what the new values of this public service looks like. If the claims of politicization are to be accepted there is a need to find evidence of this by examining three types of evidence: 1) evidence of government action and intention; 2) greater precision around what we mean by politicization and what form it takes; and 3) evidence of an increased impact. By taking a more systematic approach to this question it will be possible not only to discuss how prevalent and unwelcome this phenomena is, but also what if anything can and should be done about it and what its consequences might be on the functioning of executive government in Canada.

Communication and Persuasion: Politicization in the Era of the New Political Governance

Dr. Herman Bakvis Professor of Public Administration at the University of Victoria and the author of several books, articles and chapters on public sector governance and intergovernmental relations.

Mark D. Jarvis is Doctoral Candidate in the School of Public Administration at the University of Victoria. He is co-author of Democratizing the Constitution: Reforming Responsible Government.

Abstract: This paper focuses on how the Canadian government has handled the functions normally associated with nodality in light of the increasing emphasis that the Harper government has placed on managing communications between citizens, the media and the state. The paper does so from the perspectives of the recent literature on “persuasion as governance” (Bell et al, 2010) and, in particular, that on the “new political governance” (NPG) (Aucoin, forthcoming). The paper focuses on the specific domain of government communications and examines the Harper government’s “message event proposal”. The paper also assesses the utility of NPG in identifying and understanding the putative politicization of the bureaucracy and government generally introduced by the Harper government.

The Intersection of Political Communication and the Public Service: The Case of Stephen Harper's Government of Canada

Alex Marland is Assistant Professor of Political Science at Memorial University of Newfoundland whose research focuses on political marketing and communications in Canada.

Abstract: The paper raises questions about which areas of the intersection of partisan politics and public management are increasing, the relative degree of harm that each communications activity presents, and the extent to which the Harper government is an exceptional case. It situates a governing party's struggle with the fourth estate through a brief review of communications concepts including gatekeeping, framing and agenda setting and integrates political marketing components such as branding, image management and propaganda. An inventory of the Harper administration's tactics, based on reports in scholarly publications and the media, are organized in a thematic manner. A brief test of the use of public resources to fund partisan communications occurs through an analysis of 227 photographs issued by the prime minister's office (PMO). All of this is contextualized by integrating comparative examples from Canada, the United Kingdom and the United States.

PANEL B: MANAGING LOCALLY **ROOM 2224. Chair: Dr. Ian Roberge**

Going Local to Integrate Growth and Inclusion? The Sustainability of Cross-Sectoral Workforce Development Networks in Three Ontario Cities

Dr. Allison Bramwell is Postdoctoral Fellow of the Munk School of Global Affairs at the University of Toronto.

Abstract: This study explores how the organization of local societal interests and the patterns of interaction between them shape the governance of local labour markets by examining workforce development in Kitchener-Waterloo, Ottawa and Hamilton. The study finds that workforce development networks vary according to the organization of local societal interests across all three cases and that the way these interests are organized and linked with local and provincial government representatives influences the relative emphasis on economic growth or social inclusion in each city. These findings provide empirical support for place-based approaches to public policy that emphasize merging the professional and technical knowledge of governments with the tacit and experiential knowledge of local actors.

Advocacy Strategies of Organized Local Government

Alex Dumaresq is a graduate of the Dalhousie Master of Public Administration Program. He is currently working as Senior Policy Analyst (term) with Service Nova Scotia and Municipal Relations in the Nova Scotia Government.

Dr. R Mark Gilbert is professor at the Dalhousie School of Public Administration, and former CEO of the Nova Scotia Municipal Finance Corporation.

Abstract: The presentation discusses a series of common strategies that have proven successful for influencing policy. The relationship between evidenced-based policy positions and the success of the advocacy campaigns is also discussed. While evidence based policy positions formed an important component of most case studies, several other factors including the timing of the research and alignment with decision-makers priorities appeared to have a significant impact on the success of an organization's efforts. This research will be discussed in terms of municipal governments' relationship with provincial and federal counterparts and their continued lack of influence over municipal charter legislation, priorities, service standards, and funding.

Municipal Chief Administrative Officers as Leaders: The Findings of Five Case Studies

Dr. David Siegel is Professor of Political Science at Brock University and Director of the University's new Niagara Community Observatory. He has written extensively in the areas of public administration and local government. He is also a Certified General Accountant.

Abstract: This paper is a review of the leadership qualities exhibited by five municipal chief administrative officers (CAO) who have been judged by their peers as exceptionally good leaders. This paper will use those five case studies to discuss the leadership qualities which are sought in exceptional CAOs. This paper is an outgrowth of an article that I wrote in Canadian Public Administration in 2010 which reviewed in a theoretical manner the leadership qualities which the literature suggested CAOs should have.

PANEL C: MANAGING INFORMATION, TECHNOLOGY & RELATIONSHIPS **ROOM 2220. Chair: Dr. Frank Ohemeng.**

Information and Technology as an Emerging Sector of Canadian Public Administration

Dr. David C.G. Brown is Part-Time Professor in the School of Political Studies and the Graduate School of Public and International Affairs in the University of Ottawa. He has worked in the Office of the Commissioner of Official Languages, the Department of External Affairs, PCO, TBS, and the Canada Customs and Revenue Agency.

Abstract: The paper argues that this shifting institutional "map," with the Chief Information Officer (CIO) at its core, defines a new public administration sector on a par with traditional fields of financial management (comptrollership) and human resources management. Although situated in the Glassco public service governance model, the CIO represents a significant variant on that model in several respects, notably the extent to which it touches on service to the public as well as partnerships with the private sector and other jurisdictions.

The Insuring Crown: Public Automobile Insurance Crowns in the Post-Neo World

Dr. Malcolm G. Bird is Assistant Professor of Politics at the University of Winnipeg.

Abstract: This paper will provide an in-depth analysis of three Crowns (The Insurance Corporation of British Columbia, Saskatchewan Government Insurance, and Manitoba Public Insurance) and seeks to better understand how they have (or have not) modernized their operations to be relevant in the current political context. To do this, it will outline their historical and institutional origins and will assess their organization composition(s) and the nature of their relations to their respective political masters, as well as with the citizenry and their client base. Drawing on these three case studies will help to us to better understand the nature of incremental institutional change as it applies to Canadian public enterprises.

Academics and Access to Government: Research Interviews with Federal Government Officials

Farzana Jiwani is fifth year PhD candidate in Public Policy at Carleton University. She studies the co-production of welfare by non-state actors. She has conducted fieldwork in Kenya and Canada.

Tamara Krawchenko is fifth year PhD candidate in Public Policy at Carleton University. She studies institutional mechanisms for the governance of large city-regions. This research has focused on the adoption of regional special purpose bodies in North America and Europe.

Abstract: At the federal level in Canada we see many trends that point to the increasing centralization and control of government information. There has been political interference in Access to Information Requests, the outcomes of scientific research have been suppressed and media access to politicians has become highly constrained. This paper explores this issue by interviewing both academics in public policy/administration and public servants in the federal government. This paper specifically asks: Is there evidence of a tightening grip on access to governmental research interviews and, if so, is this affecting how and what we research?

Concurrent Paper Sessions II

PANEL D: MANAGING DIVERSITY, MULTI-LEVEL GOVERNANCE & REGIONALISM
ROOM 2228. Chair: Dr. Lori Turnbull.

A Comparative Framework for Understanding Public Administration in Canada's Provinces and Territories

Dr. Karine Levasseur is Assistant Professor within Department of Political Studies at the University of Manitoba.

Dr. Andrea Rounce is Assistant Professor and Chair of the joint Master of Public Administration Program, at the University of Manitoba.

Abstract: Our paper outlines a framework to support a comparative analysis of provincial and territorial public administration systems in order to answer the following questions: Is there convergence or divergence in public administration systems across the provinces and territories? What factors explain this convergence or divergence? Can a typology of provincial / territorial public administration systems be developed to group similar administrative arrangements in Canada? How do different administrative arrangements influence the development and implementation of public policy?

The Challenges and Prospects for Managing Diversity in the Ontario Public Service

Dr. Frank L. K. Othemeng is Assistant Professor of Public Administration and the Co-ordinator of the Graduate Certificate Program in Public Management and Governance at the School of Political Studies, University of Ottawa. His main research interests are in public management, comparative public administration, development administration and management, and comparative public policy.

Jocelyn Mcgrandle is Graduate Student in Public Administration at the University of Ottawa. She is interested in issues on diversity management in the public sector.

Abstract: Implementing diversity management in the public sector is not easy. The objective of this paper is to understand the challenges confronting public managers in the implementation of diversity and inclusiveness in the Ontario Public Service. The question it intends to answer is: what are the challenges facing the government in its attempt to implement diversity management in its approach in modernizing the public service?

Greens, Browns and Water Policy Reform in Southern Alberta

Tim Heinmiller is Associate Professor in the Department of Political Science at Brock University. He researches and teaches in the areas of public policy, public administration and research methods. Professor Heinmiller has done extensive research in water and natural resources governance in Canada, Australia, and the United States.

Abstract: Beginning with the introduction of the Northwest Irrigation Act in 1892, successive federal and provincial governments pursued ‘expansionary’ water policies in southern Alberta. Since the early 1990s, however, there has been a gradual but unmistakable shift from ‘expansionary’ policies to ‘mature’ policies in which the emphasis is no longer on continuous growth, but on environmental limits to growth. This paper proposes an explanation for the shift from ‘expansionary’ to ‘mature’ policies using the advocacy coalition framework. It argues that water policy in southern Alberta has been shaped by two predominant advocacy coalitions: 1) the Browns, who value the economy ahead of the environment; and 2) the Greens, who value the environment ahead of the economy. Although the Greens have not displaced the Browns as the

dominant advocacy coalition, they have prompted significant policy-oriented learning amongst Browns, resulting in the ‘mature’ policies that now exist.

Culture, Control, or Capacity” Re-Visited: How is the Government of Canada Meeting Horizontal Challenges in Public Sector Management Ten Years Later?

Dr. Evert Lindquist is Professor of the School of Public Administration at the University of Victoria in British Columbia.

Abstract: The challenge of working across the traditional boundaries of government to deliver public services seemed to have seized the attention of political and administrative leaders in the Canadian government during the early until the mid-2000s, reflected in several government and Auditor General reports, and scholarly studies. This paper revisits Lindquist (2002), written at the height of interest in horizontal governance, and considers whether it remains salient in light of subsequent literature and experience. It considers the prospects for horizontal management in Ottawa and points to an agenda for redressing the lacunae in writing on horizontal policy and management, particularly with respect to emerging governance challenges and practices.

PANEL E: MANAGING APPROACHES TO POLICY MAKING **ROOM 2224. Chair: Dr. Ken Rasmussen**

Policy Dialogue and Engagement between Non Government Organizations (NGOs) and Government: A Survey of Canadian Policy Workers

Dr. Bryan Evans is Associate Professor at Ryerson University.

Dr. Adam Wellstead is Assistant Professor at Michigan Technical University

Abstract: This paper reports the results of an internet based survey of Canadian policy workers employed in NGOs and provincial government ministries in three provinces (Ontario, British Columbia, and Saskatchewan). Five discrete policy communities are included within the scope of this research – aboriginal, environment, health, immigration and labour. This is the first time these results have been presented at an academic conference.

Facilitating Choice: A Comparison of the Engagement in Policy Processes of Urban Aboriginal Peoples in Canada and Travelers in Ireland

Joanne Heritz is PhD Candidate at McMaster University.

Abstract: This paper will provide a qualitative comparison of the engagement of urban Aboriginal peoples in Canada and Travellers in Ireland in policy processes and the extent to which they are supported by voluntary organizations and the state to shape social policy that facilitates their choices to pursue their needs and interests. Aboriginal peoples are represented to a greater degree in voluntary organizations and government departments including local

government. Travellers, on the other hand, are represented in most voluntary organizations, but not in government.

Beyond Policy Domain: Revisiting the Policy Coherence Concept

Dr. Jean-François Savard, Professeur, École Nationale d'administration Publique.

Alexandre Couture Gagnon is PhD Candidate at Carleton University.

Abstract: In this paper we argue that the current understandings of policy coherence are limiting and restrain analyses from a reality that says otherwise. We claim that policies from different domains not only interact, but that they also impede or reinforce one another. The results of such interactions between policies from different domains can be positive, even synergetic, or can weaken policies. We also claim that one of the reasons that policies of different domains often clash or do not cohere is due to a certain policy blindness from actors who are involved in both the formulation and the implementation of these policies. To support our claim, we examine the case of transportation and health policies in Québec.

PANEL F: MANAGING ACCOUNTABILITY

ROOM 2220. Chair: Dr. Isabelle Fortier

La responsabilisation des sous-ministres canadiens devant le Parlement met-elle en danger le principe de neutralité politique de la haute fonction publique?

Stéphanie Viola-Plante est candidate au doctorat en science politique de l'UQAM. Sa thèse portera sur la nouvelle gestion publique et ses impacts sur la zone de performance des sous-ministres dans quatre provinces canadiennes.

Abstract: La responsabilité ministérielle est le fondement même du régime parlementaire canadien. Quand les sous-ministres et d'autres hauts fonctionnaires comparaissent devant les comités parlementaires au nom et avec la permission de leur ministre, en aucun cas, ils ne doivent défendre des politiques ou à en débattre. Cette façon de rendre compte des ministres et des sous-ministres fut remise en question à de multiples occasions. En rendant les hauts fonctionnaires responsables devant les comités parlementaires, les prive-t-on de leur anonymat et ainsi, les expose-t-on à des attaques partisans? Risque-t-on de politiser la haute fonction publique en permettant aux ministres de rejeter le blâme sur leur sous-ministre? Certains craignent que, si les sous-ministres se mettaient à contester régulièrement les décisions de leur ministre en exigeant des instructions écrites, cela puisse porter atteinte au lien de confiance essentiel entre les ministres et leur sous-ministre et mettre en péril notre présent système politico-administratif. Bref, la responsabilisation des sous-ministres canadiens devant le Parlement met-elle en danger le principe de neutralité politique de la haute fonction publique?

How Narrative Inevitably Politicizes Public Management

Dr. Sandford Borins is Professor of Strategic Management at the University of Toronto and research fellow at the Ash Center for Democratic Governance and Innovation at the Harvard Kennedy School. His research deals with narrative and public sector innovation.

Abstract: My paper, based on my recent book *Governing Fables: Learning from Public Sector Narratives*, will set out a four-fold typology of archetypal public management fables: positive and negative outcomes for a protagonist combined with positive and negative outcomes for the polity or organization (s)he is leading define heroic, ironic, tragic, or sacrificial fables. Each of these fables elicits certain predictable emotional responses from their audience. I will show how politicians and the media employ them as models for constructing stories for election campaigns or discussion about policy issues. The paper will discuss the pressures on public servants to make their information compatible with politicians' stories and will conclude with some suggestions about how public servants can "speak truth to power" in this constrained environment.

The New Political Governance?: An Institutionalist Approach to the Premier's Office in Ontario

Dr Patrice Dutil is Associate Professor and Undergraduate Director in the Department of Politics and Public Administration. He is also a member of the Yeates School of Graduate Studies, at Ryerson University. Before joining the department in August 2006, he was the Acting Executive Director and Director of Research at the Institute of Public Administration of Canada (IPAC).

Peter Constantinou is Sessional Assistant Professor at the School of Public Policy and Administration at York University. He is also Sessional Faculty Member of the MBA program at Degroote School of business.

Abstract: The theorization of governance seems to be at a crossroads, particularly when it comes to conveying realistically how political advisors have affected decision making and public policy more generally. Focusing on the Premier's Office in Ontario, this paper examines the structural evolution of a critically important political instrument and proposes new methods to better grasp the continuities and change that have marked its existence since 1945.

PANEL G: MANAGING HEALTH **ROOM 3202. Chair: Dr. Allan Maslove**

The Minister of Health and the LHINS: What is the Appropriate Relationship?

Paul Barker is Associate Professor of Political Science at Brescia University College, an affiliate of the University of Western of Ontario. His research interests include health care in Ontario and public sector decision-making.

Abstract: The experience of Local Health Integration Networks (LHINS) of the Ontario Ministry of Health and Long Term Care far indicates that the attempted separation of planning and operations has fallen short of success. On various occasions, the minister and ministry officials have delved into affairs which appear properly the purview of the LHINS. Sometimes the incentive has been to achieve political gain; other times it has been at the urging of those unhappy with decisions of the local health network. At first, the temptation is to be critical of the interventions of the minister, but a closer look suggests that a different view may be warranted.

A Politics of Priority Setting: Assessing Formal Resource Allocation in Healthcare Organizations

Dr. Neale Smith is Professor of the School of Population and Public Health at the University of British Columbia.

Dr. Craig Mitton is Associate Professor of the School of Population and Public Health at the University of British Columbia.

Dr. Alan Davidson is Associate Professor within the Faculty of Health and Social Development at the University of British Columbia Okanagan.

Iestyn Williams is Lecturer of the Health Services Management Centre at the University of Birmingham.

Abstract: Our argument is that Canadian health regions (as well as some comparable healthcare systems elsewhere) have made significant and substantial efforts over their existence to advance evidence-informed processes. The dominant discourses however reflect an opposition between rationalist and pluralist concepts of decision making. Both positions run the risk of naïveté and neither has been entirely successful when employed in practice. This paper seeks to explain reported barriers to adoption of formal priority setting processes as management tools, and seeks to account for these with reference to interpretive concepts (such as the interplay of ideas, interests and institutions) developed in the political science and public management literatures.

Concurrent Paper Sessions III

PANEL H: MANAGING FEDERAL CUTS, PERFORMANCE & TRAINING **ROOM 2228. Chair: Dr. Evert Lindquist**

What's the Strategy behind Strategic and Operational Reviews? The Politics of Austerity and Expenditures Control in Canada

Dr. Robert P. Shepherd is Associate Professor and Supervisor of the Diploma in Program Evaluation of the School of Public Policy and Administration at Carleton University.

Dr. Christopher Stoney is Associate Professor of the School of Public Policy and Administration at Carleton University.

Abstract: Our thesis is that although there are strategic uses for reviewing departmental budgets, the Canadian experience so far has been that these reviews are merely used to make cuts. The concern we have is that the manner in which these cuts are being made is contrary to democratic principles of citizen participation, and ministerial responsibility – or taking responsibility for policy decisions at a minimum. Our paper addresses three questions: 1) How did Canada arrive at this point?; 2) What are implications of this process on democratic and ethical decision-making?; and 3) What lessons can we learn from previous austerity process reviews including Neilson Task Force, Program Review, Strategic Reviews?

Is Pay-for-Performance in the Public Sector Politicization by Stealth?

Dr. Michael Atkinson is Executive Director and Professor of the Johnson-Shoyama Graduate School of Public Policy at the University of Saskatchewan.

Dr. Murray Fulton is Professor of the Johnson-Shoyama Graduate School of Public Policy at the University of Saskatchewan.

Boa Kim is Master's Student of Public Policy of the Johnson-Shoyama Graduate School of Public Policy at the University of Saskatchewan.

Abstract: We trace the logic of pay-for-performance in the private sector, examine its effects, and trace its transition into organizations that seem, on first glance, to be less fertile ground for its application. As part of the analysis we examine the time periods when pay-for-performance is introduced into governments in Canada and link this introduction with changes in pay for executive public servants. The pay-for-performance agenda is widespread Canada and finds supporters among public servants as well as politicians. Does it represent good public management or is it politicization by stealth?

Public Sector Management Development within the Commonwealth: Commonwealth Public Service Training and Development Institutes Confront the Challenges of Staff Training and Leadership Development

Dr. David Johnson is Professor of Political Science and Public Administration at Cape Breton University. He is the author of numerous articles on Canadian Public Administration, Canadian Public Policy, and the Canadian Constitution.

Abstract: This paper will explore a little known yet important narrative in the teaching and application of public sector management theory and practice. The paper will focus critical attention on the nature and working of national public service training and development institutions (PSTDIs), noting the strengths they offer their home governments yet the many challenges most face especially in relation to funding, course and program delivery, and staffing. Most PSTDIs operate in national “silos” exhibiting little cooperation and sharing of activities with one another. This paper will address the development of common approaches to public management training across the Commonwealth as well as ways and means by which

Commonwealth PSTDIIs can and should promote stronger operational linkages between themselves.

PANEL I: WICKED POLICY PROBLEMS AND POST-POSITIVISM
ROOM 2224. Chair: Dr. Ken Rasmussen

Assisted Suicide: Partnering as a Solution to Wicked Policy Problems

Dr. Kathy L. Brock is Professor of the School of Policy Studies at Queen's University.

Abstract: Three debates are raging in the health care sector and yet are rarely cross-referenced. First, it is well-documented that the aging population in Ontario will increase public healthcare costs to an unsustainable level. Second, as the Ontario government struggles to control its growing deficit and as healthcare costs rise as a proportion of provincial GDP, the current model of public healthcare delivery is increasingly questioned with the options of intersectoral partnerships becoming more attractive. Third, the idea of “dying with dignity and by choice” is receiving more public attention in Canada and Ontario as legislation dealing with euthanasia has come into effect or been debated in Switzerland, the Netherlands, Belgium, Sweden, Australia and Britain, and currently in Canada in BC and Quebec. This paper unites the three issues and explores the case of and controversy surrounding the Dignitas clinic in Switzerland to understand how, and even if, a humane and ethical means of assisting terminally-ill people could be developed in Ontario through a trisectoral alliance.

Speaking What Truth to Whom? Epistemological Difficulties in Public Administration

Dr. Iain Gow is Professor Emeritus of Political Science at the University of Montreal.

Vince Wilson was Distinguished Professor of Public Administration in the School of Public Administration at Carleton.

Abstract: This paper reflects on the observation that no one group, be they practitioners, academics, or clients, can claim to possess the full truth on any question in public administration. PA is both enriched and afflicted by its practical nature, which obliges its students to try to persuade political and administrative elites of the truth of their findings. Most PA literature tries to present its propositions as logical means to reach desired ends. Unfortunately, disagreement is possible and likely over both means and ends. Beyond disagreements on values, the many disciplines that are relevant to public administration also ensure differing perspectives. The paper argues for varied methodologies that recognize the interests of stakeholders and try to minimize methods of persuasion that promise too much and ignore important problems.

PANEL J: MANAGING ETHICS, DEMOCRACY AND ACCOUNTABILITY
ROOM 2220. Chair: Dr. Frank Ohemeng

Innovation in Canadian Public Administrations: What, When, How and Why?

Dr. Luc Bernier is Professor of Public Policy at l'École nationale d'administration publique and past president of IPAC.

Dr. Taïeb Hafsi is Walter J. Sommers Chair of International Strategy at HEC Montreal.

Carl Deschamps is MPA Candidate at l'ENAP.

Abstract: Using the 1934 applications to the Innovation Management Award Competition of the Institute of Public Administration of Canada since the beginning in 1990, we analyse when civil servants decide to apply to the award competition, who wins, what are the innovations. Our databank that covers federal, provincial and municipal governments also allows to have a look to the impact of changes of government and premiers to the applications and to take into account economic cycles and demographic changes as well as organizational variables. The 20 years covered allow seeing patterns of evolution over time. Our statistical analysis leads us to suggest a model to explain innovation in the public sector.

The Changing face of Canadian Public Policy and Public Management: Ethics, Democracy, and Accountability.

Garrett MacSweeney is pursuing a PhD in Philosophy at York University studying the intersection of the philosophy of law and political philosophy. Mr. Mac Sweeney is also a co-founder and co-executive director of AB&M Advisors Inc., a boutique consulting firm concentrating on managerial ethics and training for the public and private sectors.

Abstract: The shift away from evidence based policy and managerial decisions towards a more ideologically driven approach has touched a variety of legislation, and has roused not only academics and professionals, but also the public at large. This begs the question: What is the responsibly of government to know the facts, which facts, and what are the appropriate roles of ideology and evidence based approaches in the functioning of democratic government? The answer to this question touches upon democratic theory, political philosophy, and public service ethics. More specifically, this paper investigates the appropriate role of social decision-making in a democratically elected government, the difference between policy and management with respect to the evidence and ideological approaches, the ethics of governance, and the role of the public service.

The Best is yet to come: Futures Construction in Canadian Public Administration

Dr. Ian Roberge is Chair and Associate Professor in the Department of Political Science at Glendon College, York University.

Abstract: Governance requires looking to the future; public administration, however, tends to consider the past or the present. How do governments construct futures? What methodological and analytical instruments do they use in building futures? How do various policy fields integrate and use the knowledge created through futures' exercises? Futures' construction, it is argued in the paper, is integral to governance. Whether it is acknowledged or not, public policy is shaped by conceptions of the future. The paper intends to provide insights into the practice based on the assumption that a more deliberate understanding of futures-based governance and policymaking can lead to better, more creative, efficient and effective policies. The paper will be comparative in scope focusing on the Canadian experience as well as that of other states including Great Britain and Australia. The construction of futures across policy fields, and the impact of projects, is also to be discussed. The work of Policy Horizons Canada will, in particular, be considered.

PANEL K: MANAGING UNDER THE RULE OF LAW
ROOM 3202: Dr. Lori Turnbull

LSL: Law as a Second Language for Public Servants

Gregory Tardi (DJur.) is Executive Director of the Institute of Parliamentary and Political Law.

Abstract: In the conduct of democratic public affairs, the rule of law cannot be divorced from public sector management, policy development or policy analysis. Thinking in intellectual silos results in incomplete understanding of the functioning of the state. If legality is indispensable to governance, then the teaching of elements of law must be an intrinsic part of career preparation and renewal for all those engaged in the conduct of public affairs. A well-rounded public policy and administration education must include familiarization with the rule of law, just as it is bound to include other interdisciplinary tentacles, for example into political economy.

The Erosion of the Rule of Law and Its Impact on Public Sector Ethics

Dr. Ian Greene is Professor of the School of Public Policy and Administration at York University.

Abstract: Most professors of public policy & administration and political science in Canada have been extremely critical of the Harper government's violations of the rule of law. Most Canadians have not been so critical. In the past, leading academics have been at the forefront of defending the rule of law, and a plurality of Canadians were often convinced by their analysis. Today, this is not the case. Why? This paper will argue that there are several possible answers to this question. The paper will conclude with a twofold agenda for tackling these issues: drastically improving civics education at both the high school and university level across Canada, and encouraging experts on the basic principles of our political system either to engage actively in the new media, or to risk becoming irrelevant.

Concurrent Paper Sessions IV

PANEL L: TEACHING IN THE FIELD

ROOM 2228. Co-Chairs: Dr. Kathy Brock and Wendy Feldman, IPAC

Reviewing Case Studies as Instructional and Research Tools for Public Management

Dr. James C. Simeon is Assistant Professor of the School of Public Policy and Administration at York University.

Dr. Richard Phidd was Professor of Political Science at the University of Guelph.

Abstract: This paper will seek to examine the various theoretical approaches, methods and techniques that have been developed and promoted by researchers and instructors in the field of public management. In addition to cataloguing the various types of case studies and the manner that they have been used for instructional purposes, the paper will seek to discern the utility and efficacy of the various case study instructional approaches to student learning. The paper will conclude its review by trying to identify the most effective approaches and methods available currently for instructors who use cases studies in the practice of their course of instruction in public management.

Untitled Presentation

Andrew Graham is Senior Director of Corporate Development at George Weston Limited and on the Advisory Council of the Ted Rogers School of Management at Ryerson University.

Abstract: (No abstract available)

Blending Academic Learning with Policy Work

Dr. Kathy L. Brock is Professor of the School of Policy Studies at Queen's University.

Abstract: The value of academic work to policy practitioners is increasingly questioned as knowledge and facts become more available through the internet. What is being lost is an understanding of the usefulness of solid academic analysis to the development of good policy. Too often the accumulation of facts is mistaken for academic analysis and opinion is confused with objective argumentation. This presentation discusses how a variation on the Kolb method of learning can help future (and current) public servants to understand the value of good academic analysis in their work and how to distinguish between evidence-based argumentation and subjective commentary. This method of learning blends academic analysis with experiential learning.

PAPD 510 Public Policy Research & Analysis: A Case Study in Collaborative Learning and Public Policy Education

Dr. Ted Glenn is Program Coordinator of the Public Administration postgraduate program at Humber College.

Abstract: This paper begins by defining what collaborative learning is. It then describes the PAPD 510 course in detail, showing how the collaborative model informs course design, delivery, assessment and evaluation, paying particular attention and detail to recent examples of the primary collaborative assignment, a series of six students- designed and -delivered seminars on the main stages of the public policy process. The paper concludes with a discussion of some of the strengths and weaknesses of the collaborative model in a public administration context, relying upon both student reviews over the past five years and the instructor's own reflections.

PANEL M: MANAGING UNDER PARTISANISM **ROOM 2224. Chair: Dr. Isabelle Fortier**

Partisan Hires in the Public Service (no title given)

Dr. Raj Venugopal is Professional Public Servant with Executive Council Office of the Government of New Brunswick, and has worked in the Senate of Canada. He teaches Political Science at the University of New Brunswick and Saint Thomas University.

Abstract: The paper challenges the assertion that there is a degree of causality between a) an increase in the number of partisan hires in the public service and b) a consequent diminution in the efficacy of the public service. The paper instead proposes that the greater danger to the aims and principles of the professional public services comes from the professional senior public service itself, and can be analyzed through the lens of elite theory. At the heart of the proposed paper is the argument that while partisan hires to senior positions in the public service attempt to advance policies and priorities supporting their respective parties' election platforms and key values, non-partisan bureaucratic elites demonstrate a conservatism and attachment to status quo that renders even the most radical election platforms incrementally-executed at best.

Promiscuous Partisans? A New Role for the Professional Public Service in Canada

Dr. Evert Lindquist is Professor of the School of Public Administration at the University of Victoria in British Columbia.

Dr. Ken Rasmussen, is Professor of the Johnson-Shoyama Graduate School at the University of Regina.

Dr. Robert P. Shepherd is Associate Professor and Supervisor of the Diploma in Program Evaluation of the School of Public Policy and Administration at Carleton University.

Abstract: Most of the scholarly community in Canada has argued that a politically neutral and arms-length public service was intended to provide governments with a professional and competent bureaucracy dedicated to serving the political will of elected governments. It is also argued that bureaucracies implement policies and deliver programs, while resisting political instructions that violate laws and ethical norms. There are two schools of thought on the role of bureaucracies: those who regard the public service as a political instrument; and those who value neutral competence. This is a highly polarizing debate, but this paper intends to show that the behaviour of senior officials may be entirely appropriate with respect to serving the government, protecting the capabilities and the reputation of the public service, and furthering public service careers. This paper hopes to add some sophistication to the debate by offering alternative theoretical perspectives.

A Deficit of Policy Capacity?

Dr. Karine Levasseur is Assistant Professor within Department of Political Studies at the University of Manitoba.

Abstract: There is a knowledge gap in our understanding of how registered charities and non-profit organizations participate in policy development. This paper outlines a framework to understand what ‘policy capacity’ means in the voluntary sector and how it is differentiated from the concept of policy capacity within government. It then applies this framework by using Manitoba as a case study to determine the policy capacity of health charities and non-profits and the corresponding government department - Manitoba Health. The paper draws conclusions as to whether or not health charities and non-profit organizations are actually equipped to contribute to policy development in light of declining policy capacity within government.

Institutionalized Partisan-Political Policy Advice in Canada

Jonathan Craft is PhD Candidate in the department of political science at Simon Fraser University. His dissertation examines how partisan actors within government provide policy advice and engage with other actors in policy advisory systems and formulation processes.

Abstract: Appointed political staffs have been argued to be increasingly influential actors on the public management and policy-making landscape of government. They have institutionalized a more explicit partisan-political form of policy advice that is under explored. The main hypothesis advanced in this paper is that foundational approaches to conceptualizing policy advice require revision to better capture forms of policy advisory activity that are partisan-political in orientation. The paper advances the notion of partisan-political policy advice to describe and model this policy advisory activity and argues that partisan advisers are engaging in policy advisory activity that is complementary to their public service counterparts.

PANEL N: MANAGING INTERESTS AND VALUES
ROOM 2220. Chair: Dr. Ian Roberge

**Political Internationalization and Domestic Institutions, Interests, and Values:
Explaining Changes in Canada's Development Assistance Policy 1987-2011**

Heather L. Millar is PhD Candidate within the Department of Political Science at the University of Toronto.

Abstract: Research that charts the specific causal mechanisms by which international norms are filtered through domestic institutions is still emerging. This paper addresses this gap by examining the influence of international factors in the framing of Canada's official development assistance (ODA) policy from 1987 to 2011. The paper argues that international standards are most likely to be expressed in official policy documents in instances where focusing events have raised the attention of the electorate to development issues and when the policy paradigm aligns with the interests of the state and domestic NGOs. In cases where the pressure for action exerted by the domestic electorate is low and the short-term interests and ideology of the governing party are contrary to international norms, states will be much more resistant, even if transnational actors and bureaucrats are in support of international policy paradigms.

**Deciding at Disaster Onset: The Pervasiveness of Ideas in Canada's
International Disaster Responses**

Aaida Mamuji is PhD Candidate in Public Administration within the School of Political Studies at the University of Ottawa.

Abstract: According to its Standard Operating Procedures, Canada uses a whole-of-government approach when responding to catastrophic international natural disasters, and requires consultations with development partners both locally and internationally. Through a series of interviews with bureaucrats affecting Canada's disaster-relief responses in both 2010 disasters, this paper explores the role of ideas and discourse in shaping policy output. It asks, who (and what) *really* decides on Canada's international disaster-relief interventions?

**Crossing Lines: the Afghanistan Task Force and the Uneasy Tension between
Ottawa's Bureaucracies and the Political Executive**

Dr. Nicholas Gammer is Assistant Professor within the Political Science Department of Philosophy, History and Politics at Thompson Rivers University.

Abstract: This paper will explore some of consequences that the re-configuration of Ottawa's political-bureaucratic relationship through the establishment in 2008 of the Afghanistan Task Force (ATF) is likely to have on foreign and public policy and any future military-civilian interventions undertaken by Canada. Principles of horizontal governance used by the ATF to streamline and harmonize interdepartmental activities challenge conventional trends in

governance and accountability. At the same time, principles of ministerial responsibility and the further centralization of the Prime Minister's authority must be weighed against the demands on governments and political leaders to undertake rapid-reaction civilian-military responses to new forms of multi-dimensional insurgency warfare.