

PSCI 331: PUBLIC ADMINISTRATION

Winter, 2015

RCH 112, Thursdays 11:30am – 2:20pm

Instructor: Rebecca Nabert

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Office Hours: Thursdays 10:25am -11:25am or by appointment

Contact Policy: Please feel free to email me if you are missing a class due to health reasons or in case of emergency. You may also email me if you encounter a persistent problem that affects your work in this class. Please **refer to this syllabus** for questions regarding the course readings, requirements and due dates. If you have questions concerning course material and discussions for a class you have missed, please: 1) ask a fellow student about what material you have missed; 2) consult the notes and/or presentations that are posted on LEARN; and 3) visit my office hours for further clarifications.

Course Description: This course examines current and classical debates on the appropriate roles and purpose of maintaining an ethical, professional, and highly-skilled public administration to support the political functions of democratic governance. In this course we will discuss: 1) the dominant political culture and ideologies that lay the foundations for public administration institutions; 2) the roles and relationships between politicians and bureaucrats; 3) the functions and democratic expectations of the executive office; 4) the management of the public sector in an age of austerity and renewed emphasis on security; 5) the process of public sector budgeting in a globalized economy, including the relations between regions, provinces, territories, and the federal government; 6) accountable, equitable and representative human resources management in the public sector; 7) the popularity and benefits of alternative service delivery arrangements; and 8) the prevalence and utility of e-governance. Most of our readings and debates will focus on Canadian experiences.

Pre-Requisites: PSCI 260 Strongly recommended.

Course Objectives:

By the end of this course, students should:

- Have a solid understanding of the purpose and functions of the public sector to support a sound democratic government.
- Identify the factors that led to two decades of public sector management reforms in Canada and discuss the benefits for improving efficiency, accountability, transparency and public administration ethics.
- Examine the public sector from a diversity and equity lens.

- Identify and discuss how new trends in human resources management, organization and service delivery methods are changing the public sector.

University Regulations:

Cross-listed course:

Please note that a cross-listed course will count in all respective averages no matter under which rubric it has been taken. For example, a PHIL/PSCI cross-list will count in a Philosophy major average, even if the course was taken under the Political Science rubric.

Academic Integrity:

Academic Integrity: In order to maintain a culture of academic integrity, members of the University of Waterloo are expected to promote honesty, trust, fairness, respect and responsibility.

Discipline: A student is expected to know what constitutes academic integrity, to avoid committing academic offences, and to take responsibility for his/her actions. A student who is unsure whether an action constitutes an offence, or who needs help in learning how to avoid offences (e.g., plagiarism, cheating) or about “rules” for group work/collaboration should seek guidance from the course professor, academic advisor, or the Undergraduate Associate Dean. When misconduct has been found to have occurred, disciplinary penalties will be imposed under Policy 71 – Student Discipline. For information on categories of offenses and types of penalties, students should refer to Policy 71 - Student Discipline, [Student Discipline](http://uwaterloo.ca/secretariat/policies-procedures-guidelines/policy-71) <http://uwaterloo.ca/secretariat/policies-procedures-guidelines/policy-71>.

Grievance: A student who believes that a decision affecting some aspect of his/her university life has been unfair or unreasonable may have grounds for initiating a grievance. Read Policy 70 - Student Petitions and Grievances, Section 4, [Student Petitions](http://uwaterloo.ca/secretariat/policies-procedures-guidelines/policy-70) <http://uwaterloo.ca/secretariat/policies-procedures-guidelines/policy-70>. In addition, consult [Student Grievances](http://arts.uwaterloo.ca/student-grievances-faculty-arts-processes) <http://arts.uwaterloo.ca/student-grievances-faculty-arts-processes> for the Faculty of Arts’ grievance processes.

Appeals: A student may appeal the finding and/or penalty in a decision made under Policy 70 - Student Petitions and Grievances (other than regarding a petition) or Policy 71 - Student Discipline if a ground for an appeal can be established. Read Policy 72 - Student Appeals, [Student Appeals](http://uwaterloo.ca/secretariat/policies-procedures-guidelines/policy-72) <http://uwaterloo.ca/secretariat/policies-procedures-guidelines/policy-72>.

Academic Integrity website (Arts): [Academic Integrity website](http://arts.uwaterloo.ca/arts/ugrad/academic_responsibility.html) http://arts.uwaterloo.ca/arts/ugrad/academic_responsibility.html

Academic Integrity Office (uWaterloo): [Academic Integrity Office](http://uwaterloo.ca/academic-integrity/) <http://uwaterloo.ca/academic-integrity/>

Accommodation for Students with Disabilities:

Note for students with disabilities: The AccessAbility Services (AS) Office, located in Needles Hall, Room 1132, collaborates with all academic departments to arrange appropriate accommodations for students with disabilities without compromising the academic integrity of the curriculum. If you require academic accommodations to lessen the impact of your disability, please register with the AS Office at the beginning of each academic term.

Texts:

Required: Students are required to read selected journal articles that will be available on the course LEARN web page in pdf format and are listed below under "Schedule." These articles provide the basis for studying contemporary practical and theoretical issues in public administration.

Recommended: Paul Barker, *Public Administration in Canada: Brief Edition*, Toronto: Nelson Education, 2008. This text provides a historical context to public administration in Canada that will be covered during class time. It is highly recommended for students who miss a class.

The textbook is available for purchase at the University of Waterloo bookstore.

Course Requirements, Expectations, and Standards:

Class Attendance & Weekly Synopses: 10%

Participation in class discussions and/or activities: 5 %

Research Assignment: 30%

Mid-term: 25%

Take Home Final Exam: 30%

Class Attendance & Weekly Synopses: 10%

YOUR SUCCESS IN THIS CLASS REQUIRES WEEKLY READINGS, HOMEWORK, AND ATTENDANCE.

This course is designed to allow students to learn about public administration through weekly readings covering the foundations of public administration and exploration of key debates, accompanied by lectures, in-class activities, and/or discussion questions. In order for our group discussions to be productive learning tools, students will come to class prepared to participate in class activities and/or lead a small group discussion by completing the assigned readings and handing in a **one-page, computer-printed, bullet-point synopsis** of the assigned journal article readings (not the optional textbook chapter). Weeks that do not have a journal article assigned, do not require a synopsis to be handed in.

The weekly synopses of required readings should include:

1. The **research question(s)** being examined (what do they want to find out?)
2. The authors' **thesis statement** (what is their main argument?)
3. The **findings** (what evidence is provided?)

- a. Is this a case study or comparative study?
4. The authors' **conclusion** (what have we learned from this study and what impact do the findings hold for future studies of public administration?)

Weekly synopses receive 1 point each on the basis that they are complete, computer-printed, and handed into the instructor during class time.

Missing a Class: Students who miss a class can hand in a computer-printed copy of their weekly assignment to the instructor **during class the following week only, for half credit. Do not email** your weekly synopsis to the instructor if you have missed a class. Handwritten and emailed weekly assignments will not be accepted. Lecture presentations will be posted on the U of W D2L webpage every week for review.

Participation in class discussions and/or activities: 5%

Reading and completing the weekly synopses will allow students to effectively answer questions during class lectures and contribute to our class discussions and/or in class activities. In-class activities include individual and group situations working on short assignments that students may be required to hand in; therefore, students will bring **PAPER AND WRITING TOOLS** to all classes in addition to electronic devices. Class participation is based on students' quantity and quality of contributions to our class discussions and activities. It will be graded as follows:

- 5 points: student leads discussions, offering original comments, questions and insights that directly address the main concepts and theories being tested in the readings, and participates in a timely manner that allows others to comment as well
- 4 points: student frequently adds thoughtful comments and questions to discussion topics and demonstrates knowledge of the main points of the readings
- 3 points: student participates when prompted with accurate knowledge of the readings
- 2 points: student participates in discussions in random fashion with comments or questions that reflect a cursory reading of the required articles
- 1 point: student attends class and listens respectfully to classmates without contributing to discussions with comments or questions that reflect the readings. Student may have not done the readings but asks questions that further class discussions.
- 0 points: student does not attend class; student attends class and then leaves the room for more than 15 minutes; or student attends class but is engaged in other activities on their electronic devices. In other words, laptops, tablets and other devices should be used only to focus on the topic of the day.

We will be courteous and respectful of our peers and their contributions to class discussions, keeping our comments focused on the assigned topic and succinct so that everyone will have a chance to contribute to class discussions. Students are not expected to "know everything" in advance; thoughtful questions and making meaningful clarifications and connections among course topics also count towards class participation!

Research Assignment: 30% STUDENTS WILL SIGN UP FOR DUE DATES

Students will identify an issue or event, and the relevant government institutions in Canadian or American public administration that is of interest to them and focuses on the public-government interface. The purpose of this assignment is to analyze the primary values of public administration (accountability, transparency, legitimacy, efficiency, effectiveness, equity and fairness) in relation to

the topic you have chosen. Students will prepare a 5 to 6 page, double spaced, computer-printed paper (can be double or single-sided) describing and analyzing their topic to be submitted during class. **PAPERS WILL NOT BE ACCEPTED BY EMAIL.**

Issues, events and institutions can be identified using traditional (newspapers, weekly magazines, TV broadcasts, etc.) and/or social media (internet blogs and videos are acceptable for this purpose), working papers, journal articles, books, topics from other courses, etc. However, you must use at least one journal article to help you articulate the theory behind the public administration value(s) that you are discussing. Other sources can include: periodicals, journals, government reports, book chapters or nationally circulated newspapers, such as the *Globe and Mail* or *National Post*, and news magazines such as *The Economist*, *MacLean's*, *The Guardian*, etc.

The research assignment will be graded according to the clarity, conciseness, and logical organization with which students can provide the following information:

1. An introduction (20 points)
 - a. Explanation of the problem situated within the primary values and key debates of public administration (provide a thesis statement that directly addresses the assignment criteria and uses course material) (15 points)
 - b. Political context of the issue (5 points)
2. The public-government interface (30 points)
 - a. How is this issue/event an interesting example of public mobilization, resistance, participation or consultation? (10 points)
 - b. An overview (and if necessary, brief history) of the purpose, functions and political and administrative personnel of the government departments, agencies, or corporations primarily involved in the issue (10 points)
 - i. EG. An environmental or covert operations agency or department's history might be relevant to your topic
 - c. A brief explanation of the jurisdiction and institutional constraints (10 points)
 - i. Eg. Level of government, Constitution, regulations, Courts, international actors, treaties, etc.
3. The impacts on public administration values (30 points)
 - a. A discussion of how the issue impacts the practice and theory of public administration (20 points)
 - b. A conclusion as to how the issue has been or could be resolved, who was or would be involved in a resolution (10 points)

Total: 80 points

Late Policy (is strict this term!):

Students will sign up for a submission date to hand in their research assignment with the instructor. Once that date is set by the student it will be your due date and all papers handed in after that date will receive a 5 point deduction per day. **LATE PAPERS WILL NOT BE ACCEPTED BY EMAIL. THEY MUST BE HANDED INTO THE POLITICAL SCIENCE DROP-BOX.** Extensions will not be granted the night before the paper is due. **EXTENSIONS WILL ONLY BE GRANTED TO STUDENTS WITH A DOCTOR'S NOTE.**

Tests & Examinations:

Midterm : 25%

Students will complete a written midterm test during **Week 6, Thursday February 12**, during class time. The purpose of the test is to ensure that students understand the fundamental concepts, theories and core debates of public administration. Knowledge of current events are not necessary for the midterm BUT current events may be described to illustrate core concepts, theories and debates.

Take Home Final Exam: 30% DUE Thursday April 16 at 12 :00 pm

Students will write a take home final exam that will be due during the final examination period on **Thursday April 16 at 12 :00 pm**. Students will receive two final exam questions during our last class meeting. Students will then prepare a 6 page, double spaced, computer-printed paper (can be double or single-sided) that will be handed into the Political Science Drop Box in Hagey Hall, no later than 12 :00 pm on Thursday April 16, 2015. (The final examination period runs from Friday April 10 to Saturday April 25 2015).

Students will use the class lecture notes (posted on LEARN), as well as the required weekly journal article readings to complete the final exam assignment. Information based on the students' earlier research assignment will not be graded toward the final exam grade. The final exam questions will be comprehensive of the course material but will focus on the latter half of the course in their subject matter. (This means that you cannot completely answer the questions without proper understanding of the terms and theories discussed in the first half of the course).

The take home exam should include :

1. A cover page with the student's name, course number and course title, instructor's name and term.
2. Student's name & student ID number on the **top** of the first page followed by the student's name on the **top** of each subsequent page
3. Page numbers in the format of : **Page X of Y** on the **bottom** of each page

For **each** question, the take home exam should include:

1. The number of the question being addressed (1 followed by 2)
2. A thesis statement that articulates a clear answer to the exam question being answered and a list of 3 arguments supporting your answer
3. Three (3) succinct, separate arguments, each written in its own paragraph
4. A brief concluding argument that demonstrates how you supported your thesis statement.
5. All course material **MUST** be cited within the text or body of your answer in the format of :
 - a. Journal articles (Author's last name, year of publication : page number)
 - i. Eg. (Savoie 2006:263)
 - b. Recommended text : (Author's last name, year of publication : page number)
 - i. Eg. (Barker 2008:195)

- c. Lectures (Title of lecture and week)
 - i. Eg. (Power, Decision-making and Accountability Wk.3)
6. A bibliography or references page is **not** necessary since students will only use assigned course readings to complete the final exam.

Please note: Student travel plans are not an acceptable reason for granting an extension for the take home final exam. Extensions will not be granted for the final exam unless a doctor's note is provided stating that the student was ill on the day of the exam.

Instructor's Policy on the Use of Multi-media Tools and Experiential-Learning Activities in the Course.

Throughout the term we will employ various multi-media tools and engage in a number of experiential-based learning activities to achieve our course objectives. These activities will accompany traditional lectures and class discussions of the assigned readings. The use of multi-media images and experiential-based learning activities are meant to explore course concepts and achieve learning objectives in fun and memorable ways for the purposes of content comprehension and recall in exam situations. Multi-media images may depict political protests, military paraphernalia, and cultural norms that are selected according to the instructors' best judgement to provoke discussion while avoiding graphic images that may (re)produce traumatic experiences. Provocative images could include still frames of protestors or police being attacked, images of property destruction, or military weapons not engaged in combat. Graphic videos depicting acts of violence, war, or mutilation are not considered to be appropriate for this course. Students are welcome to inform the instructor of any sensory (food or aroma) allergies, physical or social challenges, or cultural practices at their own discretion. These will be kept in mind when planning experiential-learning activities and rewards.

Schedule:

Week 1 Thursday January 8: Introduction to Public Administration

What is Government?

- The connections between politics and public administration (how do politics influence government?)
- Core values of public administration (what do you want from government?)
- **ADDITIONAL KEY TERMS:** public administration, politics-administration dichotomy, decline of deference

RECOMMENDED Reading: Barker Ch. 1

Week 2 Thursday January 15: Is Government Necessary?

- Market Failures (RECOMMENDED Reading: Barker Ch.6 pp.95-97)
- Structural-mechanistic theories of management: Bureaucratic structures and Accountability

Criticisms of Bureaucracies:

Government Failures

Organic-humanistic theories of management

ADDITIONAL KEY TERMS: public goods vs. private goods, patronage system, merit, efficiency, unity of command, span of control, principal-agent problem, organizational goal displacement

REQUIRED Reading: Albert Breton and Ronald Wintrobe "The Bureaucracy of Murder Revisited" *Journal of Political Economy*, Vol. 94, No. 5 (Oct., 1986), pp. 905-926 (Back issues available through JSTOR on U of W Library website. Look up Journal title, then 1980s, then 1986)

RECOMMENDED Reading: Barker Ch. 2, 3, 5 & 17 pp.276-278

Week 3 Thursday January 22: Power, Decision-making and Accountability

- Roles and relationships between the Executive and the Public Service
 - Departmentalized & Institutionalized cabinets
- Decision-making Models
 - Rational choice, Bureaucratic politics, & Policy Networks
- Bureaucratic power
 - Constitutional conventions vs. discretionary powers
- ADDITIONAL KEY TERMS: neutrality, non-partisanship, individual ministerial responsibility, collective ministerial responsibility, responsible government, partisan governance and electoral governance

REQUIRED Reading: Donald J. Savoie, 2006. "The Canadian Public Service has a Personality" *Canadian Public Administration*. 49:3 pp. 261-281.

REQUIRED Reading: Anat Gofen "Mind the Gap: Dimensions and Influence of Street-Level Divergence" *The Journal of Public Administration Research and Theory* August 20 2013 24:473-493 doi:10.1093/jopart/mut037 Oxford University Press

RECOMMENDED Reading: Barker Ch. 9 & 11

RECOMMENDED Reading: Eric Montpetit 2011. "Between Detachment and Responsiveness: Civil Servants in Europe and North America" *West European Politics*, 34:6 pp.1250-1271.

Week 4 Thursday January 29: Is Government the Problem or the Solution? The search for the 'appropriate size' of government and how to manage it

New Public Management and Accountability

New Political Governance

- The Four Stages of Public Administration ... so far

ADDITIONAL KEY TERMS: participatory management, total quality management, "re-inventing government", deregulation, privatization, new political governance

REQUIRED Reading: Guy Peters and Donald Savoie 1994. "Civil Service Reform: Misdiagnosing the Patient" *Public Administration Review*. 54:5 pp. 418-425.

REQUIRED Reading: Christopher Hood 1995. "The "new public management" in the 1980s: variations on a theme" *Accounting, Organizations and Society*. 20:2-3 pp. 93-109

RECOMMENDED Reading: Barker Ch. 4

RECOMMENDED Reading: Christopher Hood and Guy Peters 2004. "The Middle Aging of New Public Management: Into the Age of Paradox?" *Journal of Public Administration Research and Theory*. 14:3 pp. 267-282.

RECOMMENDED Reading: Chung-an Chen and Barry Bozeman, 2014. "Am I a public servant or am I a pathogen? Public managers' sector comparison of worker abilities." *Public Administration*. 92:3 pp.549-564.

Week 5 Thursday February 5: Responsibility, Accountability and Blame

Methods of Accountability

The 2006 Federal Accountability Act

Offices for Parliamentary Oversight

ADDITIONAL KEY TERMS: anonymity, accountability, whistleblowing, the various offices for Parliamentary oversight & their functions

REQUIRED: Dennis Grube, 2013. "Public voices from anonymous corridors: the public face of the public service in a Westminster system" *Canadian Public Administration*. 56:1 pp.3-25.

REQUIRED Reading: David C.G. Brown 2013. "Accountability in a collectivized environment: From Glassco to digital public administration" *Canadian Public Administration*. 56:1 pp.47-69.

RECOMMENDED Reading: Barker Ch. 7, 10 & 13

Week 6 Thursday February 12: MIDTERM IN CLASS

Week 7 Thursday February 19: READING WEEK, NO CLASS

Week 8 Thursday February 26: NPM in Action Part I: Managing the public sector and Accountability

- Functions of a manager
- Performance management in the public sector
- Horizontal management in the public sector
- ADDITIONAL KEY TERMS: managerialism performance management, horizontal management

REQUIRED Reading: Michael M. Atkinson, Murray Fulton & Boa Kim 2014. "Why do governments use pay for performance? Contrasting theories and interview evidence" *Canadian Public Administration*. 57:3 pp. 436-458.

REQUIRED Reading: Frank Ohemeng and Elyse McCall-Thomas Brown 2013. "Performance management and 'undesirable' organizational behaviour: Standardized testing in Ontario schools" *Canadian Public Administration*. 56:3 pp. 456-477

RECOMMENDED Reading : Barker Ch. 12

Week 9 Thursday March 5: NPM in Action Part II: Private Sector Partners and Accountability
Alternative Service Delivery Methods
Management consultancies

ADDITIONAL KEY TERMS: transparency & accountability, privatization, devolution, contracting-out, public-private partnerships, QUANGOs,

REQUIRED Reading: Morag I. Torrance "Forging Glocal Governance? Urban Infrastructures as Networked Financial Products" *Int'l. J. of Urban and Regional Research* 32:1 March 2008:1-21

REQUIRED Reading: Michael Howlett & Andrea Migone 2014. "Making the invisible public service visible? Exploring data on the supply of policy management consultancies in Canada" *Canadian Public Administration*. 57:2 pp.183-216.

RECOMMENDED Reading: Barker Ch. 8

Week 10 Thursday March 12: Public sector budgeting and Accountability
Macro-analytic: Incremental & performance budgets

Micro-analytic: Guardians and spenders

ADDITIONAL KEY TERMS: fiscal policy, national debt and deficit, disjointed incrementalism, line/operating budgets, cost-effectiveness analysis, cost-benefit analysis, 'fair share' and 'equal sacrifice', priority setters

REQUIRED Reading: David A. Good, 2011. "Still budgeting by muddling through: Why disjointed incrementalism lasts." *Policy and Society*, 30:41-51.

RECOMMENDED Reading: Barker Ch.19 & 20

RECOMMENDED Reading: Peter J. Balint and James K. Conant 2013. "The Environmental Protection Agency's Budget from 1970 to 2010: A Lifecycle Analysis" *Public Budgeting and Finance*. 33:4 pp.22-42

Week 11 Thursday March 19: Human Resources, Representation and Accountability in the Public Sector

Representative bureaucracy

ADDITIONAL KEY TERMS: direct discrimination, systemic discrimination, employment equity, pay equity, occupational segregation, performance evaluations, collective bargaining, diversity

REQUIRED Reading: Luc Turgeon and Alain G. Gagnon 2013. "The representation of ethnic and linguistic groups in the federal civil service of Belgium and Canada" *Canadian Public Administration*. 56:4 pp.565-583.

RECOMMENDED Reading: Barker Ch. 17 & 18

RECOMMENDED Reading: Norma M. Riccucci,* Gregg G. Van Ryzin,* Cecilia F. Lavena 2014. "Representative Bureaucracy in Policing: Does It Increase Perceived Legitimacy?" *Journal of Public Administration Research and Theory*. 24:537-551.

Week 12 Thursday March 26: The Public, Government Communications and Accountability
The public and the media/social media

Government communications and e –governance

ADDITIONAL KEY TERMS: transparency, legitimacy, citizen trust in government (decline of deference... again), policy community & policy networks, crowdsourcing, co-production

REQUIRED Reading: Ted Glenn 2014. "The management and administration of government communications in Canada" *Canadian Public Administration*. 57:1 pp.3-25.

RECOMMENDED Reading: Barker Ch.16

Week 13 Thursday April 2: Collaborative Governance, Intergovernmental Relations and Accountability

REQUIRED Reading: Fiona Macdonald, Karine Levasseur 2014. "Accountability insights from the devolution of Indigenous child welfare in Manitoba" *Canadian Public Administration*. 57:1 pp.97-117.

RECOMMENDED Reading: Barker Ch.15

TAKE HOME FINAL EXAM DUE : THURSDAY APRIL 16 2015, 12 :00PM