

PAP1301 MIDTERM REVIEW - Jennifer Constant

Intro Week

Public Administration = Field of study interested in the managerial practices and institutional values by which officials will enact the will of sovereign authority. It fulfills the government's wishes by carrying out a set of administrative practices that provides services through the body of officials.

The field draws on political science, sociology, organizational studies, psychology, law, economics and business administration.

History

- 1900s emerging from political science
- Normative field (concerns values, what we *should* do)
- Focus on government institutions
- Influence by American Scholars (Ex: Woodrow Wilson)
- The profession can be traced back to Ancient China and the West beginning in the 20th century, in response to the increasing distaste for the spoils-system.

Politics is about **power** (the ability to authorize, influence, or coerce behaviour of another. The expression of power can be covert (socialization, knowledge) or overt (physical, military, etc) It is **who** gets **what, when, where, and how** (Laswell)? Otherwise known as the authoritative allocation of values (David Easton). EX: Who decides that society should value freedom or security?

Democracy, The State and Bureaucracy (Chap. 2)

Government: "Those individuals that make and enforce public decisions that are binding upon the whole community" (Dickerson and Flanagan)

State: Country who has a monopoly of the legitimate use of physical force within a given territory, (additional condition of being recognized by other states as legitimate). Provinces can't be states because they don't have complete control over the people (power at the federal level to prosecute for crimes)

Legitimacy: The acceptance of an actor's right to rule. Legitimacy is not coercion although you can rule without legitimacy.

Max Weber, theorized on the ideal type of legitimacy

- Pure, plain, classical description
- analytical constructs
- common elements of phenomena

- 1) **TRADITIONAL:** long-established custom or habit (it's always been done this way)
- 2) **CHARISMATIC:** Based on an individual's exceptional, personal qualities
- 3) **LEGAL-RATIONAL:** legitimacy is enforced through established rules and legal statutes

Systems Theory: Input Blackbox Output

Democracy: the rule of the people. *Demos*= people *kratis*= rule

There are two types of democracy.

-Direct Democracy: popular assemblies constituted by the people to directly govern themselves.

-Representative Democracy: Citizen's are one step removed from ruling. Elected representatives make decisions on their behalf. "Public policies are made, on a majority basis, by representatives subject to effective popular control at periodic elections which are conducted on the principle of political equality and under conditions of political freedom" (Inwood) Ex: House of Commons

Democracy is based on legal-rationality legitimacy (reinforced by rules and process that are legitimized by law). We give them the consent to rule based on a process (elections). Based on input legitimacy, we the people have the right to participate in the process, yet also output legitimacy. We like and trust democracy because it does prove to produced good things (EX: economic prosperity)

Healthy Representative Democracy (Ideal type) - Robert Dahl

- (1) freedom to form and join organizations (freedom of assembly)
- (2) freedom of expression (free speech)
- (3) right to vote
- (4) eligibility for public office
- (5) right of political leaders to compete for support (votes)
- (6) alternative sources of information (Impartial media)
- (7) free and fair elections
- (8) institutions making government policies depend of votes and other expressions of preference (town halls, referendums, lobbying, protests)

★ The more local the level, the healthier the gov't

Competition in elections vs participation of parties

High competition + Low participation = Competitive Oligarchy

Low competition + Low participation = Closed Hegemony

High competition + High participation = Polyarchy (pluralism)

Low competition + High participation = Inclusive hegemony

Institutional Political Structure in Canada

Parliamentary Actors: Legislative, Executive, Judicial / There is a *Fusion of Power* between legislative and executive branches. These two are not strictly distinct, unlike a presidential system where the two are separate.

Our representative democracy works by a parliamentary system of gov't.

Legislative: Bicameral (having two chambers; makes up the federal gov't)

-House of Commons (elected reps, from their ridings MPs, serve until next election)

-Senate (appointed by the 1st Minister)

- A sober-second thought

-serve until 75 years old

Executive:

-Crown: Governor-General (Traditional, Ceremonial), appointed by the Queen on the advice of the 1st Minister

-Ceremonial and constitutional duties

-Prime Minister

-*Inter Pares*: first among equals

-Donald Savoie "Centralization of Power" thesis. Controlling from the center of the gov't

-Cabinet

-Comprised of MPs, responsible for 1 or more portfolio (shuffling of the cabinet means different assignments)

-Appointed by the PM

-Parliamentary secretaries are MPs who assist ppl in the cabinet, but are not part of it

The executive is formed from the Legislative Branch (House of Commons) and are responsible to them (responsible government)

Motion of confidence: failing to have a majority of votes leads to the end of the gov't in power (dissolution of the house)

How does the PM have so much power, even though it's a responsible gov't?

Party Discipline: MPs must vote according to the party leader

The PM has the prerogative to choose who he wants to appoint into Cabinet, as a Deputy Minister and Lieutenant governors (federal and provincial)

Judiciary: Appointed by the gov't executive, interprets constitutional law (the relationship between the levels of government), ensures public servants work within their jurisdictions and fulfill their responsibilities

Extra Parliamentary Actors:

- Media
 - Influences legitimacy, sets the agenda, communicates information to citizens, plays the watchdog role in society
- Political Parties
 - Aggregate and articulate interests
- Interest groups/lobbyists

- Like-minded individuals, supporting a common cause who want to influence public policies (they express power)
- They provide information to gov't about what citizens want, policy-relevant knowledge
- Lobbyists are paid actors who contact public offices to influence decision

The Nature of Bureaucracy

Bureaucracy is the rule of the office. It is an organizational structure and the professional institution carrying out the government's policy decisions. It is interested in the means that gov't objectives are realized. Bureaucracy is the institution responsible for the administration of governing Also known as the Civil or Public Service

Policy = the object that the gov't is trying to realize. A course or principle of action adopted by a government

Program = the project implemented to develop it

EX: no shoes, no shirt, no service as the policy

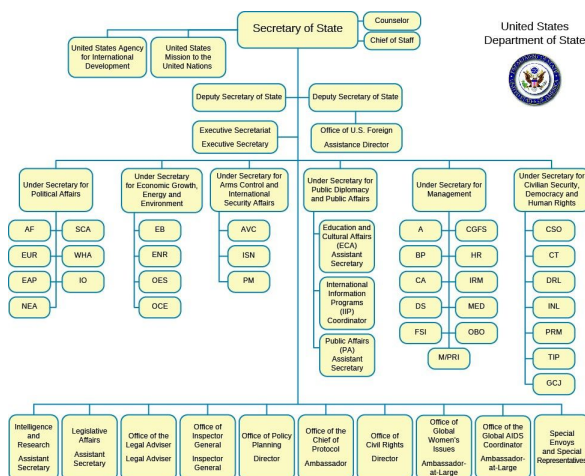
A bouncer, a sign, socialization as the program

Restaurant Owner = who adopts the policy

Bouncer, servants = civil servants who carry out the program

Characteristics of a Weberian Ideal type Bureaucracy

- 1) Hierarchy: each office has a clearly defined sphere of competence (division of labour), organized in a fixed hierarchy (answer to your superior)
- 2) Continuity: full-time work, long term career
- 3) Impersonality: behaviour based on predetermined written rules
- 4) Expertise: personnel hired based on merit; documentation/records to be accessed in the future



Advantages:

- efficient (division of labour, each segment performs the same tasks repeatedly becoming specialized, works like a factory)

- Accumulation of expertise (through records, recruitment based on merit and the continuity of work)
- Universal treatment of citizens (impersonal relationships)
- Accountability; the obligation of having to explain your actions to someone else (Someone is responsible for your work, hierarchy)

But.. although bureaucracy serves the government it can have a mind of its own

- It can develop its own identity & interests)
- Truth to Power (fearless advice because that's what they're hired to give)
- Budget maximizing bureaucrat
- Neutrality is false

Democracy & Bureaucracy (Chap. 1)

Why does the bureaucracy develop its own interests & identity that is different than the gov'ts?

- incentives are different (civil servants are preserving job security, want to improve society, promotions)
- They work based on evidence they don't depend on public opinion
- Permanency and Merit Recruitment
 - Permanency of position leads to different interests and identities (identify with their Departments, loyalty, neutral competence, they want to increase budgets and programs)

Speaking Truth to Power

You are more likely (72%) to speak truth to power if they believe that the people around them have been hired based on merit. To voice an opinion that is different than that of the gov't's you have to disagree and feel safe to do so. In this way, the bureaucratic rationale is good for democracy.

The tensions...

DEMOCRACY	BUREAUCRACY
Participation	Obedience
Will of people	Written procedures
Empowering individuals	Dehumanizing (treating people as a #)

"we must remember this fact: that 'democracy' (**the rule of the people**) as such is opposed to the 'rule' of the bureaucracy...Under certain conditions, democracy creates obvious ruptures and blockages to bureaucratic organization." Weber

Critiques of Bureaucracy:

- The state and bureaucracy works to serve and protect the interest of the capitalist class (Marxist)

- Ownership of capital (private) + Gov't rely on the private sector for economic growth (free market) = Gov't work alongside private industry (**Capitalist Democracy**)
- Lose sight of objectives to serve the will of the people as represented by the gov't; They focus on the rule itself (**Trained incapacity**). EX: No eating in class as a rule to avoid distractions: The focus can shift from improving the learning experience to policing your class which is itself is a distraction
- Not innovative; lose the ability to be creative and adapted in new conditions, become unlikely to question processes to lead to innovation
- Dehumanizing
 - Clients and employees are like a #
- Inefficient (due to the hierarchy there is a long approval process, messages take a long time to go up or down a chain and it gets lost on the way)
- Usurps the rule of the elected (expertise, experience, continuity can intimidate any new Minister)

★Cooperative Commonwealth Federation (CCF) 1944

They put in place the welfare state. The 1st gov't to push meritocratic recruitment because they had very ambitious projects that they wanted to survive so they need to hire experts and people who would stay long enough to see through the continuation of these projects.

Public Admin & Institutions (Chap. 5)

Majority government = When the executive has a majority of seats in the legislature (House of Commons)

Minority government = When the executive has a minority of seats in the House

Coalition = when no one party can achieve a majority of seats on its own, the executive may be formed by more than one political party. Representation of parties in the gov't.

The Public Service is heterogeneous (it is made up of different units):

- Departments
- Government Agencies & Alternative Service Delivery (ASD)
- Regulatory Bodies
- Crown Corporations

Departments

- Also known as Ministries
- Statutory bodies (responsibilities outlined in the Financial Administration Act)
- can be composed of smaller units, all under the direct management of a minister
- Two types of Departments

-**Line Departments:** directly responsible for the delivery of goods & services to citizens, spending departments, large staff and subunits, vertical silos (Take policy, straight from the

gov't, to the people), don't communicate with other departments. EX: Department of Canadian Heritage

-Central Agencies: Horizontal nature, coordinates line departments, controls spending, support the decision making of Cabinet, supplies information upward to the Cabinet and downward to line departments, report to the Cabinet. EG: Treasury Board Secretariat, Finance, Privy Council Office, Prime Minister's Office

<p>TREASURY BOARD SECRETARIAT Provide policy & program advice to the 1st minister, cabinet and all departments concerning financial & human management and accountability.</p> <ul style="list-style-type: none"> • Government's HR department • Employer of the Public Service • Evaluates policies & programs • Estimates spending
<p>FINANCE</p> <ul style="list-style-type: none"> • Sets annual budget • Handles macroeconomic policy, trade, and taxation • Handles federal borrowing and transfer payments • Represents Canada within international financial institutions (IMF)
<p>PRIVY COUNCIL OFFICE</p> <ul style="list-style-type: none"> • Non-partisan/impartial, direct source of policy and administrative advice • Head of the PCO is not appointed by the 1st Minister • Head of the PCO is the secretary to Cabinet, the Clerk of the PCO (most senior public servant) and the Deputy to the Prime Minister
<p>PRIME MINISTER'S OFFICE</p> <ul style="list-style-type: none"> • Largely staffed by partisan supporters; exempt staff • 1st Minister's personal staff • Provides a partisan perspective to policy • Duties include speech writing, appearances, media relations, etc

Politics-Administration Dichotomy (Wilson)

POLITICS	ADMINISTRATION
Elected Politicians	Appointed public servants
Interested in policies, objectives (The What)	Interested in the means of realizing objectives (The How)

Power (authoritative allocation of Values	Empirical
Normative (concerns of values, what we ought to do)	Interest in efficient, effective governing

There should be a distinction between politics and administration where civil servants loyally implement policies and deliver services. 100% objective and neutral.

- When a new gov't comes into power they don't have to clear house because the civil servants are neutral and their expertise can be trusted
- When civil servants enact a policy in any other way then what the gov't envisioned they are displaying different norms and values
- Scholars believe that this distinction is not possible because people carrying out policy will always have their personal biases and interests bleed into their work.

Theories of Organization (Chap. 3)

Organization Theory and Public Administration (Chap. 4)

Public Administration, The Constitution, and Law (Chap. 6)