



**Carleton
University**

School of
**Public Policy and
Administration**

Master of Public Policy and Administration

PADM 5122 F

Public Management: Principles and Approaches

Fall 2022

Carleton University acknowledges the location of its campus on the traditional, unceded territories of the Algonquin nation. In doing so, Carleton acknowledges it has a responsibility to the Algonquin people and a responsibility to adhere to Algonquin cultural protocols.

Course Information

Instructor: Dr. Jerald Sabin

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Class times: Wednesdays, 2:35-5:25 pm

Classroom: Richcraft Hall 3202

Office Hours: Wednesdays, 11:00-12:00 pm

Calendar Course Description

Principles and processes of public-sector management as they function through cabinet-parliamentary government, federalism, the public service and the judiciary. Institutional reforms and changes in the philosophy of public sector management.

Course Overview

In this course, we will explore the origins, development, and operation of the Canadian state. For some of you, this course will complement your experience in Canadian political science and public policy. For others, this may be your first exposure to the history and machinery of Canadian government. In all cases, we will develop the contextual knowledge and skills to better understand contemporary issues in Canadian public administration and do so together using the lens of Canadian political development. We cannot understand the structure, function, and potential reforms of Canada's institutions of government without first examining how they were created, by whom, and for what purpose. This course is organized into four units: 1) the origins of public administration in Canada, 2) the Crown, 3) Federalism and 4) Indigenous-Canada relations.

Course Objectives

In order to be effective, public servants and those wishing to engage with the public service (as researchers, advocates, stakeholders, partners, or clients) require a strong understanding of the who, what, and why of the Canadian state. Over this term, we will consider questions such as:

- Who makes decisions in government and the public service?
- Who has the power over, and the accountability for, government policies and services?
- What is the Crown and how does it figure into Canada's system of government?
- What can Canada's historical and contemporary relationships with Indigenous peoples tell us about the form, function, and purpose of Canadian government?
- What is federalism and how does it structure policy and decision-making power in this country?
- Why is Canada a constitutional monarchy with federal institutions?
- Why does Canada exist and for whom?

By the end of this course, you will be able to:

- Identify the political, economic, geographic, social, and colonial purposes for Canada and how those forces shaped its institutions of government;
- Differentiate between Canada’s institutional design and operation in theory and in practice;
- Assess the relationship among Indigenous peoples and the Canadian state and analyze the impact of these relations on contemporary governance;
- Describe and explain various theories of Canadian federalism and their influence on policy development and practice; and,
- Define key concepts in Canadian public management, including the Westminster parliamentary system, responsible government, legal pluralism, and federalism.

Course Format

This course is being delivered in-person. Carleton University’s COVID-19 policies reflect current public health conditions. As a result, **all policies, procedures, and expectations outlined in this syllabus are subject to change by Carleton University and Ottawa Public Health orders.** The course has three components:

1. *Readings:* This course has one required textbook. They can be ordered through the Carleton University Bookstore or through online retailers. I will also place a copy on reserve at the Carleton Library.
 - Dunn, Christopher. 2018. *The Handbook of Canadian Public Administration*. Toronto: Oxford University Press.

All other readings will be available through Brightspace/Ares.

2. *Classroom discussions:* Our discussions will be divided into two sections (approximately 2:40-4:30 and 4:40-5:25). The first part of our discussion will focus on the readings, while the second will consider an assigned historical document related to that week’s theme. I will lead each week’s discussion, but I expect that you will come to class sufficiently prepared to discuss each reading in depth, including its subject, thesis/arguments, and relevant themes.
 - *Historical document:* Please read or watch the “document” and look for institutional, political, social, or economic elements connected to the week’s topic. For example, what does the film *Magical Eye* tell us about the purposes and functions of agencies such as the National Film Board?
3. *Assessments:* This course has three types of assessment: participation (20%), a historical document analysis (25%), and a research paper (50% + 5% outline). These assignments are designed to situate contemporary issues in Canadian public administration in their historical context and to interrogate the political and policy trajectories that inform Canadian public management today.

Course Requirements

Weight	Due Date	Element
20%	Ongoing	Participation
25%	October 5	Historical Document Analysis
5%	October 19	Term paper outline
50%	December 7	Term paper

20% Participation. This is a graduate-level, reading-intensive seminar. I expect you to come to class prepared to contribute to discussions on readings and topics. Unexcused absences will result in a grade of zero for that class – you cannot participate if you are not here.¹ I am basing my evaluation of your participation (20%) on your preparedness for class, being attentive during class, and raising thoughtful comments and questions. See *Appendix A* for participation rubric.

Keep in mind the following questions when preparing for class:

- What are the central points or arguments being made in the readings?
- How do this week’s readings relate to each other?
- How do you evaluate the author’s positions?

Active participation includes initiating a topic or question; providing information or an example to clarify a point; summarizing a part of the discussion; seeking clarification (asking questions!); adding to or amending what others have said; and, respectfully offering positive or negative reactions to other’s points

25% Historical document analysis. You will write a five to seven-page (~1,250-1,750 words) analysis of a significant document in Canadian political history. See *Appendix B* for list of suggested historical documents. This analysis should provide an overview of the document and situate that document in its historical context (incl. political, cultural, economic, colonial perspectives, etc.). The analysis should then discuss the implications of this document for contemporary Canadian governance. For example, the establishment of a national policy regime or program and its current state of affairs. A detailed instruction sheet is available via Brightspace.

50% Term paper. You will write a twenty-five to thirty-page (~6,250-7,500 words) research paper on a contemporary issue in Canadian public administration. The purpose of this paper is to explore a **contemporary issue** using the tools of historical and ideational institutionalism. That is, tracing the development of that issue from its origins through to its current form in Canadian public administration. This could include the ideas, discourses, structures, constraints, etc. that have informed that issue’s development over time. Almost nothing is *sui generis* in Canadian government, so this is an opportunity for you to explore an issue over its historical trajectory. A detailed instruction sheet is available via Brightspace. I will offer comments on papers submitted on time.

5% Term paper outline. You will submit a two-page outline for your paper for my comment.

Standing in a course is determined by the course instructor subject to the approval of the Faculty Dean. This means that grades submitted by the instructor may be subject to revision. No grades are final until they are approved by the Dean.

¹ This provision is subject to COVID-19 health guidelines and orders.

SPPA Grading Guidelines

Letter grade	CU grade points	Indicates that work is:	% Range	SPPA Explanation
A+	12	Outstanding	90-100	For written work, virtually publishable. Demonstrates exceptional evaluative judgment, outstanding critical thinking, and mastery of technical as well as literary aspects of writing.
A	11	Excellent	85-89	Demonstrates superior grasp of material, very strong critical thinking, and capacity to understand and extend underlying patterns.
A-	10	Very Good	80-84	Demonstrates strong grasp of material, its component parts, and capacity to analyze their relationships to each other.
B+	9	Good	77-79	Demonstrates clear understanding of material and ability to apply concepts. Written work is competent.
B	8	Satisfactory	73-76	Satisfactory, but below average. Demonstrates comprehension of material, reasonable but not strong analytical capacity, with some limitations in the ability to apply concepts.
B-	7	Barely Adequate	70-72	Clearly below average. Demonstrates comprehension and understanding, with limited capacity for application. Communication skills problematic.
C+	6	Less Than Adequate	67-69	Did not demonstrate an adequate understanding of the material or the ability to apply the concepts. Writing and/or presentations show serious problems.
C to D-			50-66	Grades in this range indicate work that is passable in some respects but does not meet the standards of graduate work.
F			Failure	Did not meet minimal requirements.

Course Policies**Assignment Submission Guidelines**

All written assignments must be submitted through Brightspace. Assignments will not be accepted by email or under my office door. Please see late penalty for more information. Unless otherwise specified, all assignments must conform to the stipulated page length, and must be typed using **12 point Times New Roman font (or open-source equivalent), one inch margins, and double spacing of the lines.**

Email Policy

I will respond to emails within **48 hours** during weekdays. I will only respond sporadically to emails sent on weekends. You should note the course code ('PADM 5122') in the subject line of your email.

I'll Use Your Pronoun

It's no big deal. See www.nbdcampaign.ca. Class rosters and university data systems are provided to instructors with students' legal names. However, knowing that not all students use their legal names or sex/gender assigned at birth, I am happy to use the name and/or pronouns you use. We will take time during our first class together to do introductions, at which point you can share with all members of our learning community what name and pronouns you use. If these change at any point during the term, please let me know and we can develop a way to share this information with others in a way that is comfortable and safe for you.

Late Penalties

Late assignments will be penalized **10% per day**, including weekend days. I will consider extensions requested *in advance* of the assignment due date. I will also consider extensions beyond the end of term in exceptional or emergency circumstances.

Code of Conduct

In this course, you will be participating in course discussions and assignments in-person and through a variety of online tools. I expect you to adhere to the same standards of behaviour and engagement that you would follow in person and on campus.

- All participants in online discussions should maintain an environment that is *free of harassment* towards the teaching team and members of the class. This includes demeaning written or oral comments based on ability, age, ancestry, citizenship, colour, creed, ethnic origin, family status, gender, gender expression, gender identity, language group, marital status, place of origin, race, receipt of public assistance, record of offences, religion, religious dress, religious practice, sex, and/or sexual orientation of that individual or those individuals.
- All participants must *abide by the Carleton University Student Rights and Responsibilities Policy* (<https://carleton.ca/secretariat/wp-content/uploads/Student-Rights-Responsibilities-Policy.pdf>). Please refer to the Policy for additional information.
- All participants should *respect the views of others* and respond in a courteous manner in our discussions about the materials and issues explored in the course.
- All participants should make *valuable contributions* to online discussions. Contributions should be thoughtful and in keeping with the tone and direction of our discussions.
- All participants should respect the privacy of other members of the class by not sharing or spreading private information.

All participants should respect the integrity of Carleton University's computing systems, such as *Brightspace*.

University Policies

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 the instructor 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/>
- **Religious obligation:** write to the instructor 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/>
- **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, Autism Spectrum Disorders, 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 the instructor 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. After requesting accommodation from PMC, meet with the instructor to ensure accommodation arrangements are made.

Academic Integrity

Please be aware that all work submitted as a requirements of PADM 5122 must be both your own work and original to this course. Academic offences are serious infractions and will not be tolerated. Students should consult [Section 14](#) of the Faculty of Graduate Studies Calendar, General Regulations concerning academic integrity and instructional offences.

The University Academic Integrity Policy defines **plagiarism** as “*presenting, whether intentionally or not, the ideas, expression of ideas or work of others as one’s own.*” This includes reproducing or paraphrasing portions of someone else’s published or unpublished material, regardless of the source, and presenting these as one’s own without proper citation or reference to the original source. Examples of sources from which the ideas, expressions of ideas or works of

others may be drawn from include but are not limited to: books, articles, papers, literary compositions and phrases, performance compositions, chemical compounds, art works, laboratory reports, research results, calculations and the results of calculations, diagrams, constructions, computer reports, computer code/software, material on the internet and/or conversations.

Examples of plagiarism include, but are not limited to:

- any submission prepared in whole or in part, by someone else;
- using ideas or direct, verbatim quotations, paraphrased material, algorithms, formulae, scientific or mathematical concepts, or ideas without appropriate acknowledgment in any academic assignment;
- using another's data or research findings without appropriate acknowledgement;
- submitting a computer program developed in whole or in part by someone else, with or without modifications, as one's own; and
- failing to acknowledge sources through the use of proper citations when using another's work and/or failing to use quotations marks.

Plagiarism is a serious offence that cannot be resolved directly by the course's instructor. The Associate Dean of the Faculty conducts a rigorous investigation, including an interview with the student, when an instructor suspects a piece of work has been plagiarized. Penalties are not trivial. They can include a final grade of "F" for the course or even suspension or expulsion from the University.

COVID-19

It is important to remember that COVID is still present in Ottawa. The situation can change at any time and the risks of new variants and outbreaks are very real. There are [a number of actions you can take](#) to lower your risk and the risk you pose to those around you including being vaccinated, wearing a mask, staying home when you're sick, washing your hands and maintaining proper respiratory and cough etiquette.

Feeling sick? Remaining vigilant and not attending work or school when sick or with symptoms is critically important. If you feel ill or exhibit COVID-19 symptoms do not come to class or campus. If you feel ill or exhibit symptoms while on campus or in class, please leave campus immediately. In all situations, you must follow Carleton's [symptom reporting protocols](#).

Masks: Carleton has paused the [COVID-19 Mask Policy](#), but continues to strongly recommend masking when indoors, particularly if physical distancing cannot be maintained. It may become necessary to quickly reinstate the mask requirement if pandemic circumstances were to change.

Vaccines: Further, while proof of vaccination is no longer required as of May 1 to attend campus or in-person activity, it may become necessary for the University to bring back proof of vaccination requirements on short notice if the situation and public health advice changes. Students are strongly encouraged to get a full course of vaccination, including booster doses as soon as they are eligible, and submit their booster dose information in [cuScreen](#) as soon as possible. Please note that Carleton cannot guarantee that it will be able to offer virtual or hybrid learning options for those who are unable to attend the campus.

All members of the Carleton community are required to follow requirements and guidelines regarding health and safety which may change from time to time. For the most recent information about Carleton's COVID-19 response and health and safety requirements please see the [University's COVID-19 website](#) and review the [Frequently Asked Questions \(FAQs\)](#). Should you have additional questions after reviewing, please contact covidinfo@carleton.ca.

Intellectual Property

Classroom teaching and learning activities, including lectures, discussions, presentations, etc. – by both instructors and students – are copy protected and remain the intellectual property of their respective author(s). All course materials, including PowerPoint presentations, outlines, and other materials, are also protected by copyright and remain the intellectual property of their respective author(s).

Students registered in the course may take notes and make copies of course materials for their own educational use only.

Students are not permitted to reproduce or distribute lecture notes and course materials publicly for commercial or non-commercial purposes without express written consent from the copyright holder(s).

Anti-Racism, Equity, Diversity and Inclusion

An inclusive and transformational university culture requires an environment free from discrimination, harassment and sexual violence, where Indigenous ways of knowing and learning inform our systems and practices, and where equitable access to services and opportunities guides all university action. For confidential inquiries related to harassment, discrimination and Accommodation response, please contact equity@carleton.ca.

SPPA Statement on Anti-Racism <https://carleton.ca/sppa/sppa-statement-against-racism/>
Carleton University's Equity, Diversity and Inclusion (EDI) Action Plan
Indigenous Strategy [Kinàmàgawin](#)

Indigenous studies at SPPA

Students who wish to learn more about Indigenous programming in the School and at Carleton are encouraged to contact the program administrator and community outreach coordinator, Indigenous Policy and Administration. ipa@carleton.ca. Also, for information about Carleton's Centre for Indigenous Initiatives and the *Ojigkwanong Indigenous Student Centre* (Patterson Hall 228), please visit <https://carleton.ca/indigenous/>.

Course Outline and Readings

At a Glance

Date	Topic	Due
September 7	Introduction	
September 14	Why history matters	
Unit 1: Origins of Canadian Public Administration		
September 21	Confederation I: The Royal Proclamation of 1763 and the Treaty of Niagara	
September 28	Confederation II: The architecture of settler government	
Unit 2: The Crown		
October 5	***CANCELLED*** Assignment due by 11:59 PM.	Historical Document Analysis
October 12	Westminster parliamentary government	
October 19	Central institutions	Outline
October 24-28	Reading week	
November 2	Federal public service	
Unit 3: Federalism		
November 9	Perspectives on Canadian federalism	
November 16	Executive federalism	
November 23	Fiscal federalism	
Unit 4: Crown-Indigenous relations		
November 30	Treaties and Crown-Indigenous relations	
December 7	Indigenous government	Term paper

Detailed Schedule**September 7: Introduction****September 14: Why history matters**

Key questions:

- What is the role of ideas in shaping Canada’s political institutions and public administration?
- How can historical perspectives help us to better understand contemporary institutions of public administration?
- Why is historical comparison a useful tool in public administration?

Readings:

- Béland, Daniel. 2019. *How ideas and institutions shape the politics of public policy*. Cambridge: Cambridge University Press.
- Cairns, Alan. 1995. “The embedded state: State-society relations in Canada.” In *Reconfigurations: Canadian citizenship and constitutional change*, ed. Douglas E. Williams. Toronto: McClelland & Stewart, 31-61.
- Raadschelders, Jos C.N. 1997. “The Study of Administrative History.” *Handbook of Administrative History*. New Brunswick, New Jersey: Transaction Publishers, 3-16.
- Peters, Guy B. 2021. “Understanding Comparative Bureaucracy.” *Administrative traditions: Understanding the roots of contemporary administrative behavior*. New York: Oxford University Press, 1-22.

Historical document:

- *British North America Act, 1867*, s. 91-92.

UNIT 1: ORIGINS OF CANADIAN PUBLIC ADMINISTRATION**September 21: Confederation I: The Royal Proclamation of 1763 and the Treaty of Niagara**

Key questions:

- On what basis does Canada claim its sovereignty?
- What were the initial social, economic, and political conditions of Mi’kmaq, Haudenosaunee, and Anishnabeg lands/British and French North America?
- How did the Royal Proclamation shape the colonization and settlement of Canada and what were its implications for Indigenous-settler, French-English and, later, Canada-US relations?
- What elements of Canada’s ‘first Confederation’ can we identify in contemporary state institutions?

Readings:

- Russell, Peter. 2017. “Can Canada retrieve the principles of its first Confederation?” In *Surviving Canada: Indigenous peoples celebrate 150 years of betrayal*, eds. Kiera Ladner and Myra Tait. Winnipeg: ARP Books, 77-91.
- Borrows, John. 1997. “Wampum at Niagara: The Royal Proclamation, Canadian legal history, and self-government.” In *Aboriginal and Treaty Rights in Canada: Essays on Law, Equality and Respect for Difference*, ed. Michael Asch.
- Slattery, Brian. 2003. “Paper empires: The legal dimension of French and English ventures in North America.” In *Despotic Dominion: Property Rights in British Settler Societies*, eds. John McLaren et al. Vancouver: UBC Press, 50-78.
- “Stage Two: Contact and co-operation.” *Report of the Royal Commission on Aboriginal Peoples, Volume 1: Looking Forward, Looking Back*, 99-136.

Historical document:

- *Royal Proclamation of 1763*

September 28: Confederation II: The architecture of settler government

Key questions:

- What were the most significant social, political, and economic cleavages in British North American society?
- How did regional politics shape Canada's state institutions?
- What settler purposes or needs were satisfied with the Confederation settlement?
- How has liberalism shaped Canada?

Readings:

- Stewart, Gordon T. 1986. "Chronology" and "Instability, 1828-1864." *The origins of Canadian politics: A comparative approach*. Vancouver: UBC Press, xi-xiii, 32-58.
- Smiley, Donald. 1967. "The Confederation settlement." *The Canadian political nationality*. Toronto: Methune, 1-31.
- Vipond, Robert. 1989. "1787 and 1867: The Federal Principle and Canadian Confederation Reconsidered." *Canadian Journal of Political Science*. 22(1): 3-25.
- Hodgetts, J.E. 1964. "Challenge and response: A retrospective view of the public service of Canada." *Canadian Public Administration*. 7(4): 409-421.

Historical document:

- *British North America Act, 1871* – "An Act respecting the establishment of Provinces in the Dominion of Canada."

UNIT 2: THE CROWN**October 5: Class cancelled****October 12: Westminster parliamentary government**

Key Questions:

- What is the importance of the Crown in Canada's system of government?
- What is responsible government?
- What are ministerial responsibility and cabinet solidarity?

Readings:

- Pickersgill, J.W. 1972. "The W. Clifford Clark Memorial Lectures, 1972: Responsible government in a federal state." *Canadian Public Administration*. 15(4): 520-528.
- Aucoin, Peter, Jennifer Smith, and Geoff Dinsdale. 2004. *Responsible government: Clarifying essentials, dispelling myths, and exploring change*. Ottawa: Canadian Centre for Management Development. [<https://publications.gc.ca/collections/Collection/SC94-107-2004E.pdf>]
- Kernaghan, Kenneth. 2018. "East Block and Westminster: Conventions, values, and public service." *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 97-114. **[Textbook]**
- Thomas, Paul G. 2018. "Parliament and the public service." *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 142-165.

Historical document:

- Beaudry, Diane. 1979. *The unbroken line: A survey of the role of the Governor-General in Canada*. Ottawa: National Film Board. [Presented in class]

October 19: Central institutions

Key questions:

- How do governments budget and what priorities does this process reflect?
- What is the nature of the employer-employee relationship in the federal public service?
- How can/should we define “representative” in a “representative public service”?

Readings:

- Roberts, Alasdair. 2018. “A fragile state: Federal public administration in the twentieth century.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 295-310. [Textbook]
- Dunn, Christopher. 2018. “The central executive in Canadian government.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 115-141.
- Bourgault, Jacques. 2018. “The role of Deputy Ministers in Canadian government.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 35-51. [Textbook]
- Prince, Michael J. 2018. “Budgeting in Canada: Centre stage of government and governance.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 349-363. [Textbook]

Historical document:

- Cabinet Conclusion: “Bilingualism in the federal public service”, RG2, Privy Council Office, Series A-5-a, Volume 6254, Item 24166.

October 24-28, 2022: Reading Week**November 2: Federal public sector**

Key questions:

- What is the role of the public service in Canada’s system of democratic governance?
- Are our public service institutions well-equipped to address today’s social challenges?
- How have digital technologies changed the work of government?
- What are the differences among departments, agencies, and Crown corporations?

Readings:

- Tupper, Allan. 2018. “Arm’s-length agencies and Canadian public administration.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 215-226. [Textbook]
- Bernier, Luc. 2018. “Crown corporations in Canada: ‘In theory, there is no difference between theory and practice. But in practice, there is.’” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 227-245. [Textbook]
- Siemiatycki, Matti. 2018. “Public-private partnerships in Canada: Reflections on twenty years of practice.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 334-348. [Textbook]
- Evans, Bryan and John Shields. 2018. “The third sector, the neo-liberal state, and beyond: Reshaping contracting and policy advocacy.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 489-500. [Textbook]

Historical document:

- Macartney-Filgate, Terence. 1989. *The magical eye*. Ottawa: National Film Board, 46 min. [Accessed through NFB CAMPUS: https://ocul-crl.primo.exlibrisgroup.com/permalink/01OCUL_CRL/1gorbd6/alma991022888690805153]

UNIT 3: FEDERALISM**November 9: Perspectives on Canadian federalism**

Key questions:

- What opportunities and challenges are presented by Canada’s system of multi-level governance?
- What are the legacies of the Confederation period on the contemporary operation of Canadian federalism?
- How do different levels of government interact in the policy process in Canada?
- Is federalism working well in Canada?

Readings:

- Bakvis, Herman and Grace Skogstad. 2020. “Canadian federalism: Performance, effectiveness, and legitimacy.” *Canadian federalism: Performance, effectiveness, and legitimacy*. Toronto: University of Toronto Press, 3-30.
- Brodie, Janine. 2015. “Constituting constitutions: The patriation moment.” *Patriation and its consequences: Constitution making in Canada*. Vancouver, UBC Press, 267-289.
- Ladner, Kiera. 2015. “An Indigenous constitutional paradox: Both monumental achievement and monumental defeat.” *Patriation and its consequences: Constitution making in Canada*. Vancouver, UBC Press, 267-289.
- Banting, Keith. 2018. “The multiple pathways to social policy: Complex diversity and redistribution in Canada.” *Federalism and the welfare state in a multicultural world*, Elizabeth Goodyear-Grant et al., Montreal: McGill-Queen’s University Press, 17-46.

Historical document:

- Duncan, Robert. 1982. *The Road to Patriation*. Ottawa: National Film Board, 1h 33 min. [https://www.nfb.ca/film/road_to_patriation/]

November 16: Executive federalism

Key questions:

- What is the role of elites in navigating Canadian federalism?
- What role do public servants play in navigating the institutions of Canadian federalism?
- How have intergovernmental relations in Canada changed?

Readings:

- Simeon, Richard. 1980. “Intergovernmental relations and the challenges to Canadian federalism.” *Canadian Public Administration*.
- Schertzer, Robert. 2020. “Intergovernmental Relations in a Complex Federation.” *Canadian federalism: Performance, effectiveness, and legitimacy*. Toronto: University of Toronto Press, 165-191.
- Simmons, Julie. 2017. “Canadian multilateral intergovernmental institutions and the limits of institutional innovation.” *Regional & Federal Studies*, 27(5): 573-596.
- Sabin, Jerald. 2017. *A federation within a federation. Devolution and Indigenous government in the Northwest Territories*. IRPP Study 66. Montreal: Institute for Research on Public Policy. [<https://irpp.org/wp-content/uploads/2017/11/study-no66.pdf>]

Historical document:

- *Council of the Federation Founding Agreement*, December 5, 2003. [https://canadaspremiers.ca/wp-content/uploads/2013/03/cof_founding-agreement.pdf]

November 23: Fiscal federalism

Key questions:

- What is the role of fiscal policy in the federation?
- How do fiscal relations shape the political and policy relationships among federal, provincial, territorial, and Indigenous governments?
- What role has fiscal policy played in shaping the Canadian federation?

Readings:

- Mackintosh, W.A. 1939 [1964]. “The economic circumstances of Confederation” and “Basic national decisions.” *The economic background of Dominion-provincial relations*. Toronto: McClelland & Stewart, 13-35.
- Dunn, Christopher. 2018. “The federal spending power.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 52-74. [Textbook]
- Robson, William B.P. and Alexandre Laurin. 2018. “Adaptability, accountability, and sustainability: Intergovernmental fiscal arrangements in Canada.” *The handbook of Canadian public administration*, third edition, ed. Christopher Dunn. Toronto: Oxford University Press Canada, 35-51. [Textbook]
- Béland et al. 2017. “Equalization in comparative and historical perspective.” *Fiscal federalism and equalization policy in Canada*. Toronto: University of Toronto Press, 7-31.
- Skogstad, Grace and Matt Wilder. 2020. “Federalism and Canada’s economic union.” *Canadian federalism: Performance, effectiveness, and legitimacy*. Toronto: University of Toronto Press, 195-221.

Historical document:

- “Open Letter to Premier Ralph Klein,” 2001. (a.k.a. the Alberta Firewall Letter).
[<https://web.archive.org/web/20061224170836/http://www.albertaresidentsleague.com/letter.htm>]

UNIT 4: CROWN-INDIGENOUS RELATIONS**November 30: Treaties and Crown-Indigenous Relations**

Key questions:

- What are treaties and how do they structure the relationships among Indigenous peoples and the settler state?
- What is the difference between Aboriginal rights, Indigenous rights, and Indigenous laws and legal orders?
- What is the current jurisprudence interpreting Aboriginal rights and Indigenous law and legal orders?

Readings:

- Borrows, John. 2017. “Canada’s colonial constitution.” *The right relationship: Reimagining the implementation of historical treaties*.
- Asch, Michael. 2014. “Aboriginal rights and the Canadian constitution.” *On being here to stay: Treaties and Aboriginal rights in Canada*. Toronto: University of Toronto Press, 10-33.
- Ladner, Kiera. 2019. “Beyond Crown sovereignty: Good governance and treaty constitutionalism.” *Canada: The state of the federation 2017: Canada at 150: Federalism and democratic renewal*. Kingston: Institute of Intergovernmental Relations, 227-251.
- McCrossan, Michael and Kiera Ladner. 2016. “Eliminating Indigenous jurisdictions: Federalism, the Supreme Court of Canada, and territorial rationalities of power.” *Canadian journal of political science*, 49(3): 411-431.

Historical document:

- The Council for Yukon Indians. 1977. *Together today for our children tomorrow: A statement of grievances and an approach to settlement by the Yukon Indian people*.

December 7: Indigenous government

Key questions:

- What are the characteristics of contemporary Indigenous government?
- How do Indigenous governments reflect/conform to the strictures of the settler Canadian state?
- What are the possibilities of Indigenous government and what role can the federal government play in realizing the political aspirations of Indigenous peoples?

Readings:

- Nadasdy, Paul. 2017. "Introduction: First Nation state formation." *Sovereignty's entailments: First Nation state formation in the Yukon*. Toronto: University of Toronto Press, 3-45.
- Poucette, Terry Lynn. 2018. "Spinning wheels: Surmounting the Indian Act's impact on traditional Indigenous governance." *Canadian public administration*, 61(4): 499-522.
- Saunders, Kelly and Janique Dubois. 2019. "Lii Drway di Naasyoon di Michif Ka Paashpiiwahk/The road to Métis self-government." *Métis politics and governance in Canada*. Vancouver: UBC Press, 124-145.

Historical document:

- Kluane First Nation Constitution, 1995. [<https://kfn.ca/wp-content/uploads/2019/05/Kluane-First-Nation-Constitution-Amended-by-KFN-GA-July-15-2018.pdf>]

Appendix A – Participation grade rubric

<i>Criteria</i>	<i>Non-performance</i>	<i>Satisfactory</i>	<i>Good</i>	<i>Excellent</i>
Includes and applies relevant course concepts, theories, and materials correctly with citations and sources.	Does not explain relevant course concepts, theories, or materials. Does not provide citation of sources.	Summarizes relevant course concepts, theories, or materials. Provides citation some of the time.	Applies and analyzes relevant course concepts, theories, or materials correctly. Provides citation most of the time.	Evaluates and synthesizes course concepts, theories, or materials correctly, using examples or supporting evidence. Consistently provides citation.
Responds to fellow learners, relating the discussion to relevant course concepts and providing substantive feedback.	Does not respond to fellow learners.	Responds to fellow learners without relating discussion to the relevant course concepts. Provides feedback, but it is not substantive.	Responds to fellow learners, relating the discussion to relevant course concepts. Feedback is substantive most of the time.	Responds to fellow learners, relating the discussion to relevant course concepts, and consistently extends the discussion through provision of substantive feedback.
Applies relevant professional, personal, or other real-world experiences.	Does not contribute professional, personal, or other real-world experiences.	Contributes some professional, personal, or other real-world experiences that may or may not relate to course content.	Applies relevant professional, personal, or other real-world experiences.	Applies relevant professional, personal, or other real-world experiences and extends the discussion by responding to the examples of peers.

Appendix B – Historical Documents

These documents form the basis of the historical document analysis. Please select from the list below. If you would like to suggest an alternative document to explore, please speak to me for approval. Detailed assignment instructions will be distributed early in the course via Brightspace.

Most of these documents can be access through the Privy Council Office website:

<https://www.canada.ca/en/privy-council/services/commissions-inquiry.html>

A useful resource for considering these reports is Inwood, Gregory J. and Carolyn M. Johns. 2014. *Commissions of inquiry and policy change: A comparative analysis*. Toronto: University of Toronto Press.

- Durham Report (1839)
- Commission to Inquire into the Present State and Probable Requirements of the Civil Service (1868-1870)
- Royal Commission on Railways (1887)
- Royal Commission on the Civil Service (1908)
- Royal Commission on Weighing of Butter and Cheese (1913)
- Royal Commission on the Records of the Public Departments (1914)
- Royal Commission on Radio Broadcasting (1929)
- Royal Commission on Banking and Currency (1933)
- Royal Commission to Investigate the Penal System of Canada (1938) [Archambault Commission]
- Royal Commission on Dominion-Provincial Relations (1940) [Rowell-Sirois Commission]
- Royal Commission on National Development in the Arts, Letters and Sciences (1951) [Massey Commission]
- Royal Commission on Canada's Economic Prospects (1957) [Gordon Commission]
- Royal Commission on Government Organization (1963) [Glassco Commission]
- Royal Commission on Bilingualism and Biculturalism (1967-70)
- Royal Commission on the Status of Women (1967-70) [Bird Commission]
- Mackenzie Valley Pipeline Inquiry (1977) [Berger Inquiry]
- Royal Commission on the Economic Union and Developmental Prospects for Canada (1982-85) [MacDonald Commission]
- Royal Commission on Aboriginal Peoples (1995)
- Commission of Inquiry into the Blood System in Canada (1993-97) [Krever Commission]
- Commission of Inquiry on the Future of Health Care in Canada (2001-02) [Romanow Commission]