

Government

THIRD EDITION

Public Administration and Politics in Canada

DAVID JOHNSON



Copyright © University of Toronto Press Incorporated 2011 Higher Education Division

www.utppublishing.com

All rights reserved. The use of any part of this publication reproduced, transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, or stored in a retrieval system, without prior written consent of the publisher—or in the case of photocopying, a licence from Access Copyright (Canadian Copyright Licensing Agency), One Yonge Street, Suite 1900, Toronto, Ontario M5E 1E5—is an infringement of the copyright law.

Library and Archives Canada Cataloguing in Publication

Johnson, David, 1957-

Thinking government : public administration and politics in Canada / David Johnson. — 3rd ed.

Previous title: Thinking government: public sector management in Canada, c2006. Includes bibliographical references and index.

ISBN 978-1-4426-0396-7

 Public administration—Canada—Textbooks.
 Canada—Politics and government— Textbooks.
 Title.

JL108.J64 2011

351.71

C2011-904205-3

We welcome comments and suggestions regarding any aspect of our publications—please feel free to contact us at news@utphighereducation.com or visit our Internet site at www.utppublishing.com.

North America 5201 Dufferin Street North York, Ontario, Canada, M3H 5T8

2250 Military Road Tonawanda, New York, USA, 14150 UK, Ireland, and continental Europe NBN International Estover Road, Plymouth, pl6 7py, UK ORDERS PHONE: 44 (0) 1752 202301 ORDERS FAX: 44 (0) 1752 202333

ORDERS E-MAIL: enquiries@nbninternational.com

ORDERS PHONE: 1-800-565-9523 ORDERS FAX: 1-800-221-9985

ORDERS E-MAIL: utpbooks@utpress.utoronto.ca

The University of Toronto Press acknowledges the financial support for its publishing activities of the Government of Canada through the Canada Book Fund.

Printed in Canada

Thinking Government

THIRD EDITION

Thinking

此为试读,需要完整PDF请访问: www.ertongbook.com

Thinking Government Website

This book has an associated website of additional information relevant to the issues addressed here, to help you deepen your knowledge of Canadian public administration. The website contains materials that correspond to the chapters of this book. For each chapter, you will find features such as

- summary
- an extension section: case studies and white papers not included in the text and extensions of text topics to provide more in-depth coverage or examples
- study questions
- a quiz
- downloadable extras: PDF files of tables and figures
- key terms
- web links.

The website also provides you with a special bonus chapter on Canadian administrative law. This introduces the basic concepts of administrative law, the roles of quasi-judicial administrative tribunals, their relationship with the courts, and their relation to citizens. This is a side of government and government—citizen relations that few of us see or think about, but it is nonetheless important.

www.thinkinggovernment.com



Contents

Acknowledgments 8 Abbreviations 10 Introduction 13

- 1 Thinking about Canadian Society and Government 25
- 2 Ideologies of Government and Public Service 59
- 3 Institutions of Governance 105
- 4 Ministers and Cabinet Decision-Making Systems 157
- 5 Organizational Design and Management Decision Making 207
- 6 Financial Management 267
- 7 Human Resources Management 321
- 8 Issues in Management Reform 379
- 9 Accountability: Responsibility, Responsiveness, and Ethics 423
- 10 The Challenges of Leadership 467

Key Terms 489 Index 511

Thinking Government

THIRD EDITION

Thinking

Government

THIRD EDITION

Public Administration and Politics in Canada

DAVID JOHNSON



Copyright © University of Toronto Press Incorporated 2011 Higher Education Division

www.utppublishing.com

All rights reserved. The use of any part of this publication reproduced, transmitted in any form or by any means, electronic, mechanical, photocopying, recording, or otherwise, or stored in a retrieval system, without prior written consent of the publisher—or in the case of photocopying, a licence from Access Copyright (Canadian Copyright Licensing Agency), One Yonge Street, Suite 1900, Toronto, Ontario M5E 1E5—is an infringement of the copyright law.

Library and Archives Canada Cataloguing in Publication

Johnson, David, 1957-

Thinking government : public administration and politics in Canada / David Johnson. — 3rd ed.

Previous title: Thinking government: public sector management in Canada, c2006. Includes bibliographical references and index.

ISBN 978-1-4426-0396-7

1. Public administration—Canada—Textbooks. 2. Canada—Politics and government—Textbooks. 1. Title.

JL108.J64 2011

351.71

C2011-904205-3

We welcome comments and suggestions regarding any aspect of our publications—please feel free to contact us at news@utphighereducation.com or visit our Internet site at www.utppublishing.com.

North America 5201 Dufferin Street North York, Ontario, Canada, M3H 5T8

2250 Military Road Tonawanda, New York, USA, 14150 UK, Ireland, and continental Europe NBN International Estover Road, Plymouth, PL6 7PY, UK ORDERS PHONE: 44 (0) 1752 202301 ORDERS FAX: 44 (0) 1752 202333

ORDERS E-MAIL: enquiries@nbninternational.com

ORDERS PHONE: 1-800-565-9523 ORDERS FAX: 1-800-221-9985

ORDERS E-MAIL: utpbooks@utpress.utoronto.ca

The University of Toronto Press acknowledges the financial support for its publishing activities of the Government of Canada through the Canada Book Fund.

Printed in Canada

此为试读,需要完整PDF请访问: www.ertongbook.com

Thinking Government Website

This book has an associated website of additional information relevant to the issues addressed here, to help you deepen your knowledge of Canadian public administration. The website contains materials that correspond to the chapters of this book. For each chapter, you will find features such as

- summary
- an extension section: case studies and white papers not included in the text and extensions of text topics to provide more in-depth coverage or examples
- study questions
- a quiz
- downloadable extras: PDF files of tables and figures
- key terms
- web links.

The website also provides you with a special bonus chapter on Canadian administrative law. This introduces the basic concepts of administrative law, the roles of quasi-judicial administrative tribunals, their relationship with the courts, and their relation to citizens. This is a side of government and government—citizen relations that few of us see or think about, but it is nonetheless important.

www.thinkinggovernment.com



Contents

Acknowledgments 8 Abbreviations 10 Introduction 13

- 1 Thinking about Canadian Society and Government 25
- 2 Ideologies of Government and Public Service 59
- 3 Institutions of Governance 105
- 4 Ministers and Cabinet Decision-Making Systems 157
- 5 Organizational Design and Management Decision Making 207
- 6 Financial Management 267
- 7 Human Resources Management 321
- 8 Issues in Management Reform 379
- 9 Accountability: Responsibility, Responsiveness, and Ethics 423
- 10 The Challenges of Leadership 467

Key Terms 489 Index 511

Acknowledgments

This book is the result of years of thinking, writing, and teaching about public administration in Canada. It has a genesis dating back over two decades, and I am indebted to so many people whose support has been integral to the realization of each edition.

As I mentioned in the acknowledgments to the first edition, I must note those who taught me about Canadian government and politics and who instilled in me the desire to know more about this country and how and why it works. I salute Ted Hodgetts, Carl Baar, Ken Kernaghan, Ron Manzer, Hudson Janisch, and Peter Russell. These mentors taught me how to think.

I must also express my gratitude to my colleagues and friends at Cape Breton University. As I was working on this edition I always knew I had the support of some very special people. In our department of Political Science there were Jim Guy, Brian Howe, Lee-Anne Broadhead, Andrew Molloy, Terry Gibbs, Tom Urbaniak, Garry Leech, and Jenn Burke. In our library, Laura Syms and Cathy Chisholm. And in the School of Business, Joanne Pyke.

No book can exist without a publisher, and the leadership and staff at University of Toronto Press have been wonderful as they have supported the coming into being of this third edition. A big thank you is extended to Michael Harrison for his vision and encouragement. And a number of people at UTP have been pivotal in seeing this edition come together, notably freelancers Camilla Blakeley and Zack Taylor, and Tracey Arndt, Beate Schwirtlich, and Anna Del Col. Without their support this book would not exist.

I also thank the reviewers who read the earlier editions and whose constructive criticisms have made this a better book.

Countless students here at Cape Breton University also need to be acknowledged. My students over the years have been a very receptive audience and have helped to sharpen my thinking and teaching with respect to Canadian government and its myriad power relations. I wrote this book with students in mind. I have tried to produce a text that provides them with a solid foundation in Canadian public administration while also being readable, accessible, and interesting. I believe it is important for all Canadians to be knowledgeable about the nature and working of government and the exercise of power in this society. Such knowledge is vital to our democratic purpose, and I hope this work is a modest means to that end. Of course, it is the students now reading this book who can best judge whether or not I have succeeded.

I also thank my dearest wife, Rosalie, who suffered through the long hours of writing and rewriting. When the task became a chore, Rosalie was always there to inspire, encourage, and enthuse. She is my Athena.

And finally, this edition is dedicated to the memory of my beloved brother Murray, who always liked a good conversation about politics.

Abbreviations

Atlantic Canada Opportunities Agency

ACOA

MP

MYOP NAFTA

NCR

assistant/associate deputy minister ADM Atomic Energy of Canada Limited AECL **BDBC** Business Development Bank of Canada **BYOP** budget-year operational plan Canadian Broadcasting Corporation CBC CCF Cooperative Commonwealth Federation CCRA Canada Customs and Revenue Agency CHRO (Office of the) Chief Human Resources Officer Canada Health and Social Transfer CHST CRTC Canadian Radio-television and Telecommunications Commission CSIS Canadian Security Intelligence Service **CSPS** Canada School of Public Service expenditure management information system EMIS **FBDB** Federal Business Development Bank FIRA Foreign Investment Review Agency Federal-Provincial Relations Office **FPRO** GST goods and services tax HRDC Human Resources Development Canada MBO management by objectives managing for results MFR

此为试读,需要完整PDF请访问: www.ertongbook.com

member of parliament multi-year operational plan

National Capital Region

North American Free Trade Agreement