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ATLANTIC CONFERENCE ON
PUBLIC ADMINISTRATION



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CONFÉRENCE ATLANTIQUE SUR
L'ADMINISTRATION PUBLIQUE

ACOA Atlantic Policy Research Initiative Final Report

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ATLANTIC CONFERENCE ON
PUBLIC ADMINISTRATION CONFÉRENCE ATLANTIQUE SUR
L'ADMINISTRATION PUBLIQUE

January 30-31, 2014
Halifax, Nova Scotia

14th Annual Conference

Supporting Symbiosis: Bridging the Public/Private Sectors and Civil Society



 **DALHOUSIE
UNIVERSITY**
Inspiring Minds

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We would also like to thank the Westin Nova Scotian for providing exceptional food and venue services during the event.

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Conference Abstract

On January 30 and 31, 2014, the School of Public Administration at Dalhousie University hosted the 14th annual Atlantic Conference on Public Administration (ACPA). Programming for this year's conference focused on the theme, "Supporting Symbiosis: Bridging Public/Private Sectors and Civil Society". Speakers highlighted how government can work with and support collaborations between the public/private sectors and civil society.

This was the most successful conference to date with a total of 186 attendees. In addition to the 22 speakers and panelists, there were 86 public servants from all three levels of government and the private sector, 84 graduate students, and 16 Dalhousie Faculty of Management members.

Keynote speakers included Dr. Richard Florizone, President of Dalhousie University; Paul Macmillan, Global Public Sector Leader, Deloitte Touche Tohmatsu Limited; and Mayor Mike Savage, Mayor of Halifax Regional Municipality. Prominent leaders from public, private, and non-profit sectors were featured on One Big Panel: Bridging the Sectors. As well, to begin conversations around innovative methods of service delivery, three panels discussed current case examples: Community Development in Newfoundland and Labrador, Emergency Health Services in Nova Scotia and Social Impact Bonds throughout Canada.

Twelve students presented papers on a number of relevant topics in public administration and the top student paper was awarded the David Macdonald Memorial Award.

Outlined below is a detailed conference program including session summaries for speakers as well as student papers presented in the ACPA Student Paper Competition that ran concurrently with the conference. The full conference program in both official languages also is attached in Appendix A of this report.

Welcome Address

Welcome and thank you for participating in the 14th Annual Atlantic Conference on Public Administration.

This year's conference once again provided a unique opportunity for public servants, private and not for profit sector participants, academics and graduate students to gather in a forum for learning together. The theme of this year's conference, "Supporting Symbiosis: Bridging the Public/Private Sectors and Civil Society," was very timely given the social and fiscal challenges that face Canadians in the years ahead. We have to find different ways to meet the needs of Canadians, and governments alone cannot be expected to bear the full task.

We were honoured to have such an outstanding and distinguished group of presenters, speakers and panelists who agreed to share their knowledge and experience on a variety of subjects related to the conference theme.

We would like to thank the many students of the conference committee, public servants and faculty from Dalhousie who have worked extremely hard to make this event possible. In particular special thanks goes to the Conference Chair, Alison Sproat and Vice Chair Sarah Penney, both MPA candidates, 2014, and to Jeff Friesen, faculty advisor to the student conference committee, all of whom worked tirelessly in the planning for this important event. Finally we would like to acknowledge the organizations, which generously supported the conference through financial contributions.

We hope you enjoyed the opportunity to listen, discuss and engage in the conference proceedings. On behalf of the organizing committee and the School of Public Administration, thank you for attending the conference!



Sincerely,

Robert (Bob) Moody Ph.D.

Acting Director

Opening Keynote Address

The conference opened on the evening of Thursday, January 30, 2014. A keynote address was delivered by Dr. Richard Florizone (B.Sc., M.Sc., Ph.D.) the 11th President of Dalhousie University. Prior to joining Dalhousie in 2013, Dr. Florizone worked at the University of Saskatchewan, where he had served as vice-president, finance and resources since 2005.

Dr. Florizone holds a PhD in Physics from the Massachusetts Institute of Technology. Dr. Florizone also served on secondment as senior adviser to the World Bank Group's International Finance Corporation, as director of strategic initiatives at Bombardier Aerospace in Montreal and as consultant and project leader with the Boston Consulting Group (BCG) in Toronto, where he developed business strategies for clients in Canada, the United States and Europe. During a leave from BCG, he worked at the University of Cambridge, United Kingdom.

Dr. Florizone's research at the World Bank Group focused on public-private partnerships and how they are implemented around the world. This project fit directly into the conference theme. The goal of his research was to develop a number of best practices for developing durable and effective public-private partnerships.

During his keynote address, Dr. Florizone identified ten best practices that he had observed in his examination of public-private partnerships around the world. The ten lessons were:

1. Ensure sound economic fundamentals
2. Structure partnerships so that they achieve public policy and business objectives
3. Secure political champions
4. Build stakeholder support
5. Assess and manage key social and environmental impacts
6. Ensure the stability of the regulatory environment
7. Use a disciplined approach- time and complexity are not your friend
8. Secure a mix of local and global expertise
9. Support a transparent and competitive bid process
10. Plan for contract monitoring and review



Morning Keynote Address

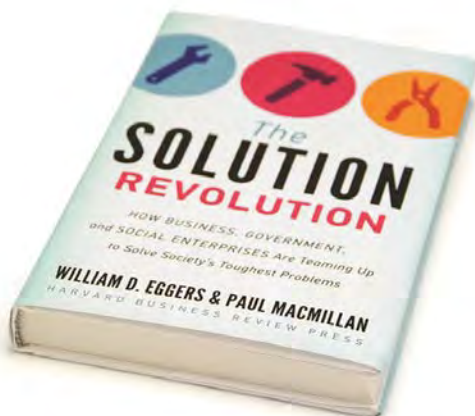
The conference recommenced on Friday, January 31, 2014. The morning opened with a keynote address from Paul Macmillan, a Global Industry Leader, Public Sector with Deloitte Touche Tohmatsu Limited. Paul has been a management consultant and strategic advisor to government leaders for over 25 years. As the Global Public Sector Leader for, Paul is responsible for the firm's client service innovation to support public purpose organizations around the world.



Mr. Macmillan's presentation was based on his recently released book, *The Solution Revolution*, which discusses the emerging solution economy that operates in the area between citizen expectations and government performance. This space is occupied by non-government players including private industry and not for profits. Some examples of these organizations include the Khan Academy and Recycle Bank. Fortune 500 companies are also getting involved in this space because of the ability to not only make a profit but also contribute to a social good.

The solution economy as an economic market is growing. It is a market for social good and is leading to the creation of new business models. In this market players converge around unmet need and innovators market creative solutions. This creates a public value exchange. While not all organizations in this area are motivated by profit there does not have to be a trade-off between social benefit and financial returns.

Mr. Macmillan encourages governments to facilitate growth in this new economy because it meets public needs while advancing community engagement and cohesion.



Student Presentations

One of the annual strengths of the conference is the opportunity for graduate students to present their research before faculty, their peers and public servants. The school runs an annual paper competition to determine the list of presenters. This year, there were a record number of paper submissions to the competition seeking the opportunity to present at the conference. Twelve students were selected to present their papers. The presentations were grouped under four themes, each of which was offered simultaneously in different conference rooms.

1. Theme: Public Policy and Evaluation

“Credibility and the Case for Bilateral Empowerment Evaluation”

Ana Vidovic

Bilateral Empowerment is a transformative evaluation method that requires partnership between the evaluators and the stakeholders to address complex issues. Bilateral Empowerment addresses the needs of stakeholders by including them in the decision making process which then increases the likelihood that they will be more receptive to recommendations that address any shortcomings discovered in the evaluation process.

This falls under the theme of “Supporting Symbiosis” due to the ever-growing complexity of the public service. Greater expectations and pressures are placed on the public sector to produce greater output and faster results than are traditionally found in the private sector. Bilateral Empowerment ensures there is greater partnership between the evaluators and the stakeholders. It allows stakeholders to have greater involvement in the decision-making process to solve new and challenging issues facing the public and private sector.

“Effective Environmental Policy Making through Interdisciplinarity:

Lessons from Ecological Economics”

Allison McCabe

Our current government policy depends on the neo-classical economic perspective which characterizes how we organize ourselves, such as the way we place a monetary value on our environment. Contrary to the neo-classical perspective, ecological economy sees the environment and the economy as interdisciplinary concepts. The ecological economic perspective bridges the divide between the two disciplines and it may be a better tool to address environmental problems as it takes an open ideological approach. It is not suggesting that we must start over in how we see the world, but instead we must be sure to look at other frameworks and perspectives to potentially find the appropriate tools and concepts.

There are three main challenges to the ecological economic perspectives. First, the structures of government organizations and business are often found to be siloed which

presents difficulties when trying to address things from an interdisciplinary perspective. The second challenge is the political feasibility of re-adjusting our perspectives. Finally, the academia/government disconnect often creates a gap between what is practical from the government's perspective, and what is desirable from the academic perspective. Ultimately, the ecological economic perspective promotes symbiosis and addresses the relationship between government and business, and government and academia. The "how" in implementing this new perspective is still undetermined.

"Old Age Security: Freedom 75!"

Labiba Haque, Avery Masewich, Ian Stones, and Alice McVittie

Recent changes to the Old Age Security (OAS) have provided an opportunity for the labour market in Nova Scotia to address potential labour shortages by encouraging seniors to extend their retirement. Raising the OAS from 65 to 67 is critical to ensuring success in Nova Scotia as the aging population is nearing retirement age and this may create large labour shortages. The delaying of retirement can be encouraged through an Active Aging program which will enhance quality of life, ensure longer working hours, and help discourage age discrimination in the workplace. This program will address the needs and concerns of seniors who are working longer by promoting skills development to ensure their success in the workplace and encouraging life-long learning.

2. Theme: Local Government

"Achieving Desired Outcomes in Policing: An Examination of Performance Management Techniques for the Halifax Regional Police"

Russ Brownell and Patrick Visintini

Performance management was touted as the "lifeblood of accountability" and the presentation examined the impacts of New Public Management in this area. There is a particular challenge implementing performance management in service-based environments. Further challenges include the selection of key performance indicators (KPIs), multiple lines of accountability, and that centralized requirements have actually led to a greater emphasis on decentralization at the local level in terms of professional discretion. There is very little literature in Canada on performance management in law enforcement, requiring a review of practices in the U.S., U.K. and other jurisdictions. Benchmarking was found to be an essential component of performance management. Focusing on collaboration, engagement, and targeting joint responsibilities was deemed crucial.

A comparative analysis of the Toronto Police Service and Vancouver Police Department was conducted. A number of best practices were outlined, including setting objectives and priorities, strategic planning, continuous monitoring of indicators, and the implementation

of a champion program. Recommendations to the Halifax Police Board of Commissioners were to incorporate these best practices.

“Sub-National Oversight of Local Government: An International Comparison”
Chelsea Cottreau, Stephen Scannell, Michelle Venturini and Patrick Visintini

The presentation focused on the theory and practice of sub-national oversight regimes. Specifically, the paper examined the potential for oversight to fail in preventing financial mismanagement. There is often a balance between autonomy and the degree of oversight, with high autonomy leading to low oversight and low autonomy resulting in a greater degree of oversight. An effective oversight regime must therefore strive to respect autonomy while maintaining effective oversight. Oversight mechanisms focus on provincial legislative requirements and vary across the provinces.

The study comprised a comparative analysis of financial mismanagement cases in Bridgetown, NS, and the bankruptcy in the city of Detroit, MI. In the Bridgetown case, the mayor and council resigned in May of 2011 due to the magnitude and complexity of financial problems. It provides an example of a case of a “react and rescue” approach to municipal oversight, as well as a fundamental lack of internal oversight. The Detroit case proved to be the largest municipal bankruptcy in American history. The case is one that is both reactionary and an example of a “home rule” approach.

Concluding remarks on the relationship between autonomy and accountability stressed that there is a choice between oversight and intervention, and that a failure of oversight will inevitably lead to the need for intervention.

*“Pathways to Office:
The Ward vs. At-Large Electoral Systems in Canadian Municipal Elections”*
Amani Saini

The presentation began by proposing that electoral systems divide legislative powers and considered the City of Vancouver as a case study. Electoral systems have a greater impact on who forms local government than do actual votes. The paper examines the differences resulting from the “ward” and “at-large” electoral systems. The ward system divides municipalities into geographic boundaries or ridings. By contrast, an at-large system is one in which representatives are elected on a city-wide basis.

The literature suggests that a ward system is more representative, as an at-large system can disproportionately appoint representatives from districts in close proximity. This tendency can lead at-large systems to result in less city-wide representation. Furthermore, entire communities may not be represented on city council. Population representation is not reflected in an at-large system and can result in an unfair advantage to select segments of the population. This unfair advantage tends to favour wealthy candidates who have the

financial resources to campaign across a city. An additional disadvantage of the at-large system is its propensity for a large number of eligible candidates that can undermine the ability for the electorate to make an informed decision.

A ward system is inherently more accountable due to individual votes carrying more weight and its provision of greater and more equal representation. Consideration of the differing outcomes resulting from electoral systems can aid in addressing a perceived democratic deficit.

3. Theme: Blueprint 2020

“Changing the DNA of the Public Service: How to Institutionalize Innovation”
Jeff Neto

In the summer of 2013 the Privy Council Office released a report titled Blueprint 2020 that laid out a vision of how Canada’s Public Service needs to look. This paper was a response to the vision and proposed new ideas on how to help Blueprint 2020 become a reality. The paper argued that the public service can be more innovative in solving problems if it institutionalizes innovation. Current innovations in government are too isolated from one another and are often driven by individual will power. Instead, innovative practices need to be embedded within the institutions of government to help create a culture of innovation that transforms how government approaches problems. To institutionalize innovation Canada’s Public Service should create an innovation hub, a space where ideas can be tested and where collaboration between civil society, government and businesses can happen. Institutionalizing innovation also entails transforming how departments manage risk and how they test ideas out. For a culture of innovation to exist within government managers need to support and encourage new ideas. Although the proposals in this paper were not an exhaustive list, they nevertheless are important practices that can help prepare the Public Service for the challenges of tomorrow.

“Performance Management Systems in Canada: Pending Further Review”
Andrew Bucci

In recent decades, public administration reformers have placed a growing emphasis on the need to increase accountability in the public service, and to achieve higher quality governance through greater efficiency and effectiveness in delivering results. One proposed method to achieve this end is to implement new, or strengthen existing, performance management systems in the public sector. This topic exemplifies the very essence of this year’s conference theme, to bridge the private/public sector and civil society; this submission called for the adoption of principles which have thrived in the private sector, to be applied within the public sphere to better serve civil society. This paper argued that despite persistent barriers to successful implementation, the potential benefits warrant continued experimentation with these systems in Canada.

This assertion is established by first defining what a performance management system is, and by identifying which key aspects are conducive to success. From here the analysis progressed to discuss the potential untapped benefits, and then examined what practical barriers exist which impede effective implementation. The main barriers identified were; the absence of any mechanisms to help ensure that clear goals are established, the distinct lack of specialized evaluators internal to departments, and an ineffective means of achieving credible reporting. In response to these findings, three recommendations were proposed; the establishment of a benchmark for what is considered to constitute a 'clear' project goal, the recruitment of specialized evaluators to work alongside project managers as advisors, and the establishment of a dedicated means of anonymous reporting to supplement existing channels. The analysis ultimately concluded that performance management systems do have the potential to lead to more efficient and effective governance, but further experimentation is needed to address the obstacles outlined above.

*"Web 2.0: Opportunities for Engagement between Government,
Special Interest Groups and Canadians"*
Beth Whitfield

The growth of technology leads to an interesting and exciting opportunity for citizen engagement by the Canadian government and public interest groups. As indicated by the Clerk of the Privy Council, Wayne Wouters, in his latest annual report, "We need to develop our policies, programs and services with people, not just for them". The world we live in is changing and social media is leading to a paradigm shift in the way we interact and socialize. Canadians expect instant access to media and information, and are increasingly likely to consider social media as a credible news source.

To become part of the conversation, the Canadian government should demonstrate its intent to remain relevant to all generations. One way of doing this is to utilize social media to host more digital conversations, as Canada and the United States did for the Great Lakes Water Agreement, 2006. This would provide the public service with the ability to facilitate online conversations through education and proactive engagement.

This paper discussed the importance and opportunities for growth in social media for government. Canada's public service can leverage this to improve public accountability, educate the public and support public policy process.

In particular, this paper outlined the recommendation that the government of Canada partner with Parliamentary monitoring organizations, and other special interest groups, to ensure that there is a balance in the presentation of timely information to Canadian citizens to both inform and encourage their participation in public policy discussions. This will require active support by public servants whose job it is to ensure a free flow of authorized information between government and citizens.

4. Theme: Governance

“Grievance before Supply: Omnibus Budget Bills as a case when party discipline damages parliamentary democracy”

Louise Cockram.

This paper discussed the issue of party discipline in parliamentary processes through a detailed discussion of the damaging effects of omnibus budget bills. Cockram discussed this process, unique to Canada’s Westminster system, through both a qualitative analysis of the history of the omnibus bill and a quantitative analysis of the trends and statistical data on omnibus bills over the years. She identified the omnibus bills’ non-budgetary amendments being facilitated through budgetary procedures, the undermining role of the opposition, the size and scope of legislation, and the process of deliberation as all negatively affecting parliamentary democracy. In the question period, Cockram noted that Canada’s unique use of the omnibus budget bill is a result of a weak back bench in legislative process, and that other governments with stronger oppositions would not be able to get away with this parliamentary procedure. The strong party discipline found in Canada limits the votes and positions taken by legislative members. This presentation connected a number of ideas that relate to the broader theme of the conference through identification of a weakness in Canada’s public sector that she suggests must be changed by forcing procedural change to make members more independent, and implementing an individual voice similar to the private sector in place of the current group mentality favoured by parties in the Canadian government.

“Failures, Success and Challenges of Cross-Sector Partnerships”

Michelle Bi Ying Qiu

This paper focused on projects relating to environmental sustainability to illustrate the potential benefits and risks of cross-sector partnerships. This presentation had a strong tie to the broader theme of the conference because it directly addressed the importance of the relationships between the private and public sector. Qiu stressed that there are many benefits, including financial aid for non-profit establishments, government regulations to support private or civil causes, and regulation in areas where the state lacks capacity, and that these benefits are achieved largely through informed, engaged, and active stakeholders. Partnerships can also be unsuccessful, as a result of lacking inclusive deliberation or appreciation for local needs and concerns. In the question period, Qiu reiterated the importance of the collaborative deliberation process with compromise on both sides of any partnership in creating a successful partnership, and spoke to the effect a partnership can have on community and local interest groups, articulating that interest groups tend to be more provocative and have stronger voices than government organizations that are largely neutral.

*“Contested Conceptualizations of Aboriginal Self-Government in
Tsilhqot’in Nation v Her Majesty the Queen”*

Brett Taylor

This presentation reflected Taylor’s interest in legal issues by analyzing one current case of self-governance being argued before the Supreme Court of Canada. He addressed the many contentious issues in the debate of self-governance, including the symbiotic relationship between self-governing aboriginal groups and the federal government. The topic of self-governance is contested in political and legal spaces, in which there are policies advising on self-governance, but there is no solid legal obligation to uphold those policies, while there is widespread disagreement on what constitutes the issues of governance and reconciliation. In his question period, Taylor noted that although other cases of self-governance have been taken to the Supreme Court, that forum is not suited to the discussion of self-governance, as nobody wants any form of legally binding obligation. When asked what other places could provide an ideal framework to model Canada’s stance on self-government, Taylor suggested that the USA could be a role model, as they provide sovereign independent status, in which aboriginal groups are awarded great degrees of freedom, but can be held accountable or trumped by federal authorities.

David MacDonald Memorial Award

This annual award and a \$500 cash prize is awarded to the Dalhousie University student from the Master of Public Administration program who submits the best paper in the Atlantic Conference on Public Administration Paper Competition. The award is presented to recognize and honour David MacDonald’s deep commitment to excellence in public policy, intellectual rigour, active questioning and dialogue between academics and public servants.

The 2014 David MacDonald Memorial Award went to Brett Taylor for his paper, “Contested Conceptualizations of Aboriginal Self-Government in Tsilhqot’in Nation v Her Majesty the Queen”.

David Alexander Joseph MacDonald was born and raised in Creignish, Nova Scotia. He earned a BA and a Masters in Public Administration at Dalhousie, a Masters in Political



Studies at Queen’s University and worked on a doctorate for three years at Dalhousie.

David started working with the federal government in Ottawa in January 1992 as a policy analyst in the Federal-Provincial Relations Office, where he worked on the Charlottetown Accord, federal-provincial issues and constitutional reform. At the time of his death in the summer of 2010, he had risen

high in the ranks of the public service as Senior Assistant Deputy Minister, Strategic Policy and Research Branch of Human Resources and Skills Development Canada (HRSDC). In between, he worked in various policy secretariats at the Privy Council Office, including in Government Renewal; at the Canadian Centre for Management Development (now Canada School of Public Service) doing leading research in governance issues; and various positions at HRSDC including federal-provincial labour market issues, skills and learning.

David was highly respected by his superiors, colleagues and staff as a consummate public servant. He was passionate about the role and importance of the public service in a well-functioning democracy, and a deep pride of Canada. He had an incisive policy mind, a love of learning and a sharp wit. All of these qualities served him well in the many important files he contributed to over the course of his career. His love of learning and debate; the searching out ideas and other perspectives; and his love of Canada make him an ideal example to public servants and to those who study the complex issues of public administration and public policy.

Atlantic Conference on Public Administration Alumni Awards

Awards and cash prizes sponsored by the alumni of the School of Public Administration are presented to the first, second and third place papers in the Atlantic Conference on Public Administration Paper Competition:



First Place Award: Brett Taylor, “Contested Conceptualizations of Aboriginal Self-Government in Tsilhqot’in Nation v Her Majesty the Queen”.

Second Place Award: Patrick Visintini, “Reworking Relationships: Canadian Universities and Public Policy”.

Third Place Award: Labiba Haque, Avery Masewich, Alice McVittie and Ian Stones, “Impacts of Old Age Security and Guaranteed Income Supplement changes on the Nova Scotia Labour Market and Small and Medium-Sized Businesses”.

One Big Panel: Bridging the Sectors

Moderator: Dean Peggy Cunningham, Faculty of Management, Dalhousie University

Panelists:

- Ray Ivany – President of Acadia University
- Graham Steele – former Minister of Finance, Province of Nova Scotia
- Ian Thompson – Associate Publisher, Chronicle Herald
- Kim Mason – Regional President, RBC
- Menna MacIsaac – President, Nova Scotia Heart and Stroke Foundation

The One Big Panel: Bridging the Sectors brought together leaders from different sectors of society; political, public, education, private and media. The moderator for the panel opened the discussion by asking each panelist for opening remarks.

Graham Steele began by addressing the political culture of secrecy. He believed that this needs to be altered to improve public understanding of political and public service practice. The status quo holds back Nova Scotia and Canada from innovation; there is limited desire to grow and/or improve, and that must be changed.



Kim Mason explained that economic development should be fostered by partnerships dependent on transparency and shared goals. By collaborating, organizations will gain credibility.

Ian Thompson stated that more collaboration occurs than the public realizes. Partnerships are required for many decisions to be made. He also believes public partisanship (increased party membership and participation) is required and political figures need to become more involved.

Menna MacIsaac discussed the need for the public sector purpose to break the status quo. Intervention is needed to foster change. MacIsaac also believes successful collaboration (i.e. the United Way) should be more celebrated within the public and private sectors.

Ray Ivany described the capacity of government to address the status quo as a funnel where over 200 interests enter. These are filtered based on merit, leaving 100 viable options. They are then considered based on political support, leaving 50 options. The government has the resources to address three of these opportunities. Another problem is limited public confidence in government, which limits the ability to foster change.

Directed Questions

What do you see as the barriers to collaboration?

(Ivany): Government's silo structure impairs collaboration. Despite public perception that government does not operate in silos, each department functions as an individual unit.

(MacIsaac): The party system limits collaboration. Oftentimes, when collaboration is achieved, parties change, shifting priorities. Government and policy makers need to address the bigger picture and players in regards to economic and social growth.

(Thompson): Partisanship limits collaboration. Citizen perspectives are fickle and hard on leaders, making leadership difficult. Cross-departmental collaboration is needed to take initiative and tackle the "status quo. Political elites and advisors tend to not talk about negative things that stall change.

(Mason): Self-interest and the need to get reelected hinder collaborative goals and structures.

(Steele): Partisanship frames policy issues in terms of party ideology and allows politicians to stop dealing with the issues.

After working in many provinces, it is clear no common definition of collaboration exists across sectors. (Panelists were asked to comment on this perspective).



(Ivany): The definition of collaboration is unclear, and fuzzy language fosters fuzzy realities. Also, collaboration becomes difficult as stakes grow; the smaller the stakes, the easier it is to collaborate.

(Mason): The main benefits of collaboration are often spillover effects, making it difficult to define the associated potential. For collaboration to work, each participating body can maintain their unique purpose, but shared interests and goals are needed to create a deliberate effort.

(Thompson): Collaboration does have unintended benefits across sectors. However, political culture does not define issues; government needs collaborative leadership to address difficult problems.

Could you speak to the role you have in collaboration? Does this position need to change or grow?

(MacIsaac): Ongoing communication is needed. As directions, employees, or agendas change, individuals must maintain promotion of change and enforcement of public engagement.

(Steele): Politicians are not responsible to provide answers, but rather to provide space for conversation. People need to confront “real issues” (such as the pay rate of doctors as a proportion of the health budget rather than the number of district health authorities). There is limited knowledge of what should be done, so politicians address small issues. This mindset must be changed.

There was an overall consensus that more collaboration is needed to foster innovation and movement away from the status quo within Nova Scotia and Canada as a whole.

Lunch Keynote Address

Keynote Address: Mayor Mike Savage, Halifax Regional Municipality

In his keynote address, Mayor Savage addressed two main points: the elements of municipal government, and the importance of partnerships. Contrasting municipal government with federal and provincial government, Mayor Savage pointed out that municipal politicians have no political staff and that there is no political party system. He also noted that municipal public servants often appear before council and are therefore more publicly accountable.

Mayor Savage then went on to discuss the importance of partnerships in municipal governance – with other governments, universities, non-profit organizations and others.



The Halifax Regional Municipality (HRM) has partnered with non-profit groups on healthy community initiatives and business groups such as the Downtown Business Development Corporation on economic development policies, among other partnerships. Partnerships with the private sector are growing in the HRM, including outsourcing of work and corporate sponsorships. To close, Mayor Savage spoke of the growing importance of partnerships with the public in government. Social media allows more immediate and open communication between government and the public, and multiple forums have been used in the HRM for public consultation on matters including budget and downtown growth.

Following the address, two questions were posed to Mayor Savage by conference attendees. The first question asked for advice on inter-generational collaboration. In response, Mayor Savage spoke of the importance for new generations to move beyond the idea of jurisdiction, referring to it as a word that holds public servants back. Matters that may be out of a government's jurisdiction can still affect its constituents, so public servants should look beyond jurisdictional roadblocks and collaborate with other levels of government to help solve each other's problems. The second question referred to the current trend of federal and provincial politicians moving to municipal politics, a reversal from previous trends, and asked for the Mayor's opinion on why this change has occurred. In response, the Mayor replied that he believes federal and provincial politicians are being attracted to municipal politics because they can make decisions both big and small that have an immediate impact, and that municipal government has a fingerprint on almost everything because the world is becoming more urban.

Innovative Service Delivery Panels

The conference hosted three simultaneous panel discussions discussing models for cross-sectoral collaboration

Community Development

Moderator: Chris Bryant

Panelists: Diane Swinemar, Susan Drodge, and Ben Champoux

The Community Development panel chaired by Chris Bryant included Diane Swinemar (Feed Nova Scotia), Susan Drodge (ACOA), and Ben Champoux (Enterprise Greater Moncton). The panel opened with Bryant introducing the idea of community development. Bryant stressed that when approaching economic development, it is important to keep in mind that the economy is not an end in itself, but rather a means to achieving a better life for citizens. He emphasized that sustainable community development occurs when a development plan includes the following elements: effective protection of the environment, the prudent use of resources, strong local leadership, and a supportive government.

Susan Drodge spoke about her work with ACOA in Newfoundland's Gros Morne tourism project, and highlighted the importance of an "inclusive approach" to community development. From her example, she argued that government should occupy a "steering" role in the process by providing the capacity to move a project forward. The inclusive approach, she argued, ensures that all appropriate resources, expertise, and local knowledge from the community is used to its fullest, and produces an end-product to which citizens can relate.

Ben Champoux discussed his role in Enterprise Greater Moncton, an organization that develops and implements economic development strategies in the Greater Moncton region. Highlighting the recent economic accomplishments in the region, such as increased employment and population growth, Champoux argued that strategic local partnerships assisted the region in identifying opportunities for further growth. Successful partnerships, he noted, can only be achieved when each partner shares a commitment and respect for the end goal.

Diane Swinemar closed the panel by highlighting the importance of building and maintaining relationships, a conversation that was punctuated by examples from her experience at Feed Nova Scotia. She credited the organization's success to the help of its volunteers, the relationships she has built with suppliers, and the support of the community through donations. Building on Champoux, she also highlighted the idea that collaboration can be achieved across a vast array of seemingly disparate partners so long as a common mission and common vision are maintained and communicated.

Emergency Health Services

Moderator: Dr. Paul Brown

Panelists: Dr. Ronald Steward, Dr. Andrew Travers, and Terry Chapman

The Emergency Health Services (EHS) panel was chaired by Dr. Paul Brown (Dalhousie University). It included Dr. Ronald Steward (Dalhousie University, Dept. of Emergency Medicine), Dr. Andrew Travers (EHS Nova Scotia) and Terry Chapman (I.U.O.E Local 727 Paramedics Union). Emergency health services were not always integrated into the general healthcare system as they are today. In the 80's and 90's most EHS were divided into private ambulance companies who were later bought out by provincial governments. After this buyout, a significant challenge arose for the healthcare system; how could the EHS be cohesively integrated into pre-existing healthcare frameworks? In order to achieve this integration process, symbiotic relationships would need to be built between existing delivery services and the organizational structures of healthcare more generally.

Collaboration between “what” and “how” people is arguably one of the most important factors in making changes to health policy. One such example of this relationship was the inclusion of heart attack medication in all ambulances. This example speaks to the importance of resolving the divide between problem identification and solution. This process should not be divided into separate operations; instead both what and how experts must work in lockstep with one another to ensure that solutions accurately address problems.

Similarly, the organizational structure of healthcare as a whole must be collaborative, not only between different types of experts, but the entire healthcare system. EHS and hospitals must cooperate and be on the same page with each other to improve overall emergency care in terms of quality and responsiveness. The key to moving forward and continually making our healthcare system better is a focus on the human element. To achieve this goal, symbiotic relationships based on the human interaction across all healthcare systems must be built and maintained in the long term.

Directed Questions:

What operational challenges are posed by an integrated health system?

(Travers): Experts operate on business cycles, but clinical and research cycles are very different causing a timeline mismatch. Additionally there is a lack of common language between the two worlds.

(Steward): Rigid structure to follow in the healing world causes extremely slow progress toward making changes. The organizational structure impedes progress.

(Chapman): Logistics are put together by the “what” and “how” people but handed off to others to implement. Throughout this whole process the new policies must not break any of the rigid health rules.

How do ambulances and hospitals work together?

(Travers): Standard ambulance response time should be less than 20 minutes 90% of the time but often paramedics are “held hostage” at the hospital if a doctor is not available to hand off the patient to. Both hospitals and emergency services need to work together to prevent unnecessary ER entries and smoother discharging of patients.

(Steward): This raises the question of how the patient sorting/intake system works in general, though currently there is no concrete answer to put forward.

When will the extended care system be 24/7?

(Travers): If this system could be transferred to regular ambulance crews it would be much easier to accomplish, there is optimism based on current evidence that extended care will be 24/7 by 2015.



What do you consider the most important part of EHS development?

(Steward): Emergency health services were not considered to be part of the healthcare system until the 80's/90's in Canada and in many ways still are not in the US. This lack of incorporation of EHS into broader health services is a problem as the number one driver of the program is the human leadership element.

(Chapman): Agreed with Steward, the human element is the most important part of EHS.

(Travers): Most important aspect of EHS development is keeping it strictly provincial in scope as it adds adaptability to unique circumstances.

(Steward): Even if EHS is already very good, there must always be a drive for constant improvement.

How to decide the scope of EHS services (specifically regarding EHS in France)?

(Steward): The French EHS system is not specialized for emergency medicine and is physician centric. Without specialization the system will not function very well, so they must be given the scope to take over certain physician roles.

Social Impacts Bonds

Moderator: Paula Gallagher

Panelists: Lars Boggild, Silvano Tocchi, and David MacDonald



The Social Impact Bonds panel was chaired by Paula Gallagher (Deloitte). It included Lars Boggild (Finance for Good), Silvano Tocchi (Employment and Social Development Canada) and David MacDonald (Canadian Centre for Policy Alternatives). Social impact bonds are a relatively new way of financing major social programs and services. Although there are a number of different ways to establish and carry out social impact bonds, the principle behind them is that they are a contract between the private and public sector in which a commitment is made to pay for improved social outcomes that can result in public savings. Social impact bonds are performance-based investments, and are often used to fund new, innovative programs that may have difficulty proving their effectiveness early on and therefore may struggle to secure government funding. The panelists in support of social impact bonds argued that they are a great way to encourage innovative solutions to current social problems. They also can be a way of getting major investors involved in helping to finance ventures that will improve the community and will hopefully provide a sustainable service into the future.

However, there are a number of risks involved in using social impact bonds. They are not fail-safe tools, as one panelist pointed out. New and innovative programming may fail, and if that occurs, investors may lose a great deal on the project and will be hesitant to invest in future initiatives. In addition, the rate of return is contingent on outcomes which may be very difficult to measure. Therefore, stipulating the transfer of risk within the contract is a long and meticulous process as parties may disagree about indicators of success.

All panelists agreed that the success of social impact bonds is dependent on the need for the social problem being addressed, the commitment of all parties to the success of the initiative, trust and communication between parties, and the strength of the contract (including built in evaluation of social and financial costs). This discussion resonates with the theme of the conference because social impact bonds are a developing way that the public and private sectors can come together to support social program initiatives that benefit citizens and their communities.

Young Professionals Networking Reception

Following closing remarks by Jeff Friesen, faculty advisor for the ACPA, the conference ended with a networking reception between students and new civil servants. A number of civil servants were invited to share their professional experiences with students.

Three young professionals provided remarks and advice:

- Nadine Duguay of 21 Inc. mentioned that new grads should not box themselves in to a particular role because skills are transferable between jobs and sectors;
- Lars Boggild of Finance for Good suggested that new grads should be inquisitive. He created his own job by asking questions and taking risks. New grads need to stretch out of their comfort zones to create opportunities to get ahead; and
- Rolene Pryor of Deloitte gave advice on how she built a small Atlantic community college education into a professional career in Qatar and a consulting position with a major international firm.



Inspiration Award

Each year, the School of Public Administration invites M.P.A. students to nominate their mentors or internship supervisors for the Inspiration Award. The award recognizes the outstanding contributions of a public servant to the personal and professional lives of students and colleagues. It is presented at the Atlantic Conference on Public Administration.

The 2014 Inspiration Award was presented to Maria Tendencia of the Nova Scotia Department of Labour and Advanced Education. Maria was nominated by three second-year students, Madeline Driscoll, Jeff Craigie and Jim Boyle, who all had the opportunity to work with Maria during their 2013 summer internships.

Maria is an excellent public servant and is well known as a leader in the field of evaluation. Madeline, Jim and Jeff each had the opportunity to watch the development of evaluation frameworks, and work with Maria on their own evaluation projects. Maria showed leadership and mindfulness in her role as the



diversity committee co-chair for the department. On the diversity committee, each of the students had an opportunity to have their voices heard and were given a “seat at the table”. Maria’s work in developing diversity training for the department is an excellent example of how she went beyond her assigned role to better the lives of current and future employees.

Madeline, Jim and Jeff each noted in their nomination that Maria inspired them by taking initiative in her job and ensuring that they had the tools to develop their skills as young professionals in the public service. Each of the students felt that Maria gave them the confidence to work independently and complete projects to the best of their abilities.

Maria demonstrated a superior dedication and commitment to mentoring, coaching, and inspiring public servants and students. The Atlantic Conference on Public Administration was honoured to recognize Maria for her hard work and the difference her guidance has made.

Appendix A: Conference Program



January 30-31, 2014
Halifax, Nova Scotia

14th Annual Conference

Supporting Symbiosis: Bridging the Public/Private Sectors and Civil Society



DALHOUSIE
UNIVERSITY
Inspiring Minds



Les 30 et 31 janvier, 2014
à Halifax, Nouvelle-Écosse

14^e conférence annuelle

Favoriser la symbiose : rapprochement des secteurs public et privé et de la société civile



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