



Municipal Administration Program (MAP) Unit 1 – Introduction to Local Government Outline

- The first few pages of this package includes an overview of the new curriculum being launched during the Fall 2015 for the entire Municipal Administration Program (MAP).
- Starting on Page 5 is the introduction and learning outcomes for each of the six lessons for MAP Unit 1.

Overview of the Municipal Administration Program (MAP)

MAP Unit One briefly traces the historical evolution of local government in Ontario, its adaptations to the pressures of growth and change, and the complex inter-governmental – and even international – world in which local governments now operate. The rest of the unit mostly focuses on analyzing the external structure of local governments

MAP Unit Two focuses on the internal structure and organization of local government in Ontario, the ever- challenging relations between councillors and staff, and the municipal policy- making process. It concludes with an introduction to the nature of municipal management that sets the tone for the remaining two units of the program.

MAP Unit Three examines financial management in local government. The discussion covers the changes and trends in municipal expenditures and revenues. It also explains the general nature and features of municipal accounting as well as evaluates the changing nature of municipal financial reporting requirements. The Unit includes topics such as accountability for public funds, tax and non-tax revenue sources, operating and capital expenditures, and asset management.

MAP Unit Four surveys many facets of management, including the management of people, resources, and information. It concludes with a lesson on the potential of strategic management for aligning a municipality and its resources to confront and address unfolding challenges (of the sort described in the first lesson of the program) – thus bringing us full circle.

You will not be writing the MAP Comprehensive Exam as it has been removed from the new curriculum. The certificate of completion will be issued upon completion of the four units.

Course Delivery

AMCTO is investigating online platforms for future delivery methods for our Education Programs. For this term, the MAP course will continue with all the unit materials being posted on a webpage and email communication with your marker for the submission of assignments. As Markers are assigned by their expertise, you will have a different Marker for each unit. The course has a set schedule of due dates for the submission of assignments. Students must complete and submit their assignments by 11:59pm according to the due dates set out in the schedule. The method of course delivery allows students to develop skills of independent, reflective and self-paced learning.

The methods of evaluation outlined below are aimed at moving students beyond simply having cognitive knowledge about municipal administration. The various exercises for the lessons within each unit of this program will help students learn how to synthesize information, think analytically and creatively, and solve complex administrative and policy problems in their municipalities.

Evaluation of Learning/Grading

The evaluation exercises for each of the lessons in this unit consists of all the following:

- A Critical summary of assigned supplementary reading(s) per lesson: worth **5%** toward final unit grade. Where there is more than one assigned reading, your critical summary will consist of a review of both these readings.
- A Case Study Memo (policy brief) per lesson (300 word critical summary of short case studies or media reports): worth **5%** toward final unit grade. Where there is more than one assigned case study, your review will consist of both the case study readings.
- End-of-Unit Exam (Open book): **40%**

The final grade for the unit will consist of a **combination** of marks received on Assignments and on the Final Examination. The weighting of marks is as follows:

Assignment 1	10 %
Assignment 2	10 %
Assignment 3	10 %
Assignment 4	10 %
Assignment 5	10 %
Assignment 6	10 %
Final Examination	40 %
TOTAL	100 %

- Assignments and Examinations will be graded by **percentage**.
- **In order to successfully complete the unit, you must score a mark of at least 51% on the Unit’s Final Examination and an overall average grade of 60% or higher for the entire unit.** Refer to the End-of-Unit Exam details on page 4 for the exam process.

The table below is provided for your convenience and comparison.

Percentage	Descriptor	Equivalent Letter Grade
96% - 100%	Excellent	A+
91% - 95%	Very Good	A
86% - 90%		A- minimum grade required for the Diploma program Honour Roll
81% - 85%	Good Average	B+
76% - 80%		B
72% - 75%		B-
68% - 71%	Satisfactory	C+
64% - 67%	Below Average	C
60% - 63%	Minimal Pass	C- minimum required grade for credit
59% and below	Failure	F

You will receive your exam grade and final mark via email from your marker. AMCTO will send official documentation via email 6-8 weeks after writing the Course Exam. You may need to submit your registration for your next unit before receiving your official documentation. Any concerns or issues regarding your results will be addressed separately and will not prevent you from continuing with your next unit.

Part A of each Assignment: Critique of Supplementary Readings

The 500-word critiques of the supplementary readings for each lesson provide students the opportunity to demonstrate their understanding of the articles, evaluate the strengths and weaknesses of the main arguments, relate the main concepts in the supplementary reading to the relevant lesson in the course package and apply these concepts to concrete issues of local government. In short, the critiques will develop students' creative, analytical, interpretive communication skills. Students must have read the assigned lesson in the course package before attempting to write these critiques. It is critical that students relate the supplementary reading to the course package for each lesson.

Part B of each Assignment: Case Study Memos (Policy Briefs)

Students will submit one (1) short memo (policy brief of about 300 words) for each lesson in the units by the assignment due date. The readings for each memo are specified under the required reading for each lesson. The purpose of the memos is not merely to summarize the readings, but to do so analytically, highlighting the key arguments, relating the main concepts in the reading to the relevant lesson in the course package and applying your analysis to practical issues/problems in your municipality. Students must have read the assigned lesson in the course package before attempting to write these memos. It is required that students relate the assigned case study to the course package for each lesson.

The case study memos will help students:

1. Apply concepts of the lesson to the current realities and problem of local government
2. Develop creative, analytical, interpretive and critical writing skills.
3. Acquire skills in preparing policy briefs and solving administrative or policy problems

End-of-Unit Exam

You will not need to secure a proctor for the unit exam.

A 24-hour "open-book" exam will be scheduled at the end of the term - date(s) are located on the Assignment Schedule. The exam gives you an opportunity to demonstrate your understanding of the major themes and issues in the course readings. AMCTO will email 6 exam questions to you by 8:00am on your scheduled exam date. From those 6 questions, you will choose only 4 to answer, however, number them as they appear on the exam question sheet. If you answer more than 4 questions, the marker will only grade your first four answers.

Once you complete your exam, you will be emailing your answers directly to the same marker who marked your assignments for this unit within 24-hours of receiving the exam questions. All four of your answers are required to be sent as one document and in word.

Specific instructions will be emailed to you on your exam day with your exam questions.

Assignment 1 - Lesson 1 of Unit One

Introduction

This lesson provides a general overview of the significance of local governments as providers of essential services and implementers of provincial policies relating to issues such as land use, the environment, economic development, and emergency planning. The discussion lays the conceptual foundation for subsequent lessons' analysis of the institutional and political context of municipalities in Canada's multi-level federal system. Key elements of the analysis in this lesson consist of a survey of essential features such as government functions, institutional structures, contemporary challenges and opportunities, and local government finances. The analysis in this lesson also sets the stage for the Unit's discussion of the capacity of local governments to act autonomously and purposefully and to strategically engage upper tiers of government.

These are exciting times to be part of Ontario's local governments. They have been buffeted by a series of significant changes affecting their structure, functions, and finances in recent decades, but are poised to play an increasingly significant role in the coming years. Strong urban and rural communities are central to Ontario's capacity to adapt to social and ecological trends in a fast-changing world and compete in the global economy of the twenty-first century. Exploring the challenges facing local governments and how best they can respond to them and maximize their potential will be recurring themes throughout this *Municipal Administration Program*. First, however, some background is needed on what local governments are and why they exist.

Learning Objectives and Outcomes

By the end of this lesson, students should be able to:

1. understand the various kinds of local government which exist in Ontario.
2. know the justifications for a system of local government.
3. analyze the institutional and political characteristics of local government in Ontario today
4. evaluate the key trends, challenges and opportunities local governments face in the twenty-first century.

Assignment 2 - Lesson 2 of Unit One

Introduction

In order to understand the present system of local government in Ontario, it is necessary to examine its history and evolution. It is appreciated that many students turn pale at the mere mention of the word 'history,' but our journey to the past is absolutely essential if we are to understand the present. Much of the present local government structure retains features established over a century ago. Similarly, much of today's governing philosophy derives from historical developments. Indeed, it can be argued that over the past couple of decades we have been going through a turn of the century reform movement very similar in its pro-business and anti-politics emphasis to the reform era of 100 years ago. An examination of history is also useful in putting issues in perspective and helping us to develop a better appreciation of a number of topics that are presently of interest and concern in Ontario local government.

The emphasis of this lesson, therefore, is not on history per se but on the lessons of history; what we can learn will help us to understand the present operation of local government and, indeed, its future prospects. To this end, the lesson begins by outlining briefly some of the significant activities in the evolution of the local government system in Ontario. For a more focused analysis, the discussion starts from the middle of the twentieth century which marked the beginnings of the modern era of local government in Ontario.

Learning Objectives and Outcomes

By the end of this lesson, students should be able to:

1. know the significance of the main events in the evolution of local government in Ontario, starting from the first-half of the twentieth century.
2. Explain the historical forces that gave shape to the institutional features of modern local government in Ontario.
3. evaluate the pressures of change affecting the local government system in the latter half of the 20th century and;
4. analyze the structural, functional and financial adaptations to these pressures.

Assignment 3 - Lesson 3 of Unit One

Introduction

This lesson critically examines fundamental reforms and adaptations to local government in Ontario starting the middle of the 20th century, and attempts to evaluate their effectiveness. It is difficult to identify the starting point for the modern period of municipal reform. Officially, the reform period began on December 2nd, 1968, with a statement to the Ontario Legislature by the Minister of Municipal Affairs that was subsequently issued as part of a policy document entitled Design for Development: Phase Two. By this time, however, several reform initiatives had already commenced including, since 1964, a number of local government studies which had been launched and in some cases completed. Included in these is legislation establishing the new Regional Municipality of Ottawa-Carleton that was passed in June 1968, almost six months before the policy statement announcing such a reform program.

It is even reasonable to argue that municipal reform in Ontario began more than a decade earlier with the creation of Metropolitan Toronto in 1953. This restructuring was admittedly not part of any announced reform program; it was an ad hoc response to servicing crises facing the City of Toronto and adjacent municipalities in York County. This new structure proved quite successful in resolving some of the more obvious servicing crises which had precipitated its formation, and received considerable praise from outside observers and analysts. As a result it was closely imitated (arguably too much so) in the subsequent regional government program. Therefore, our examination of local government reform will start with Metropolitan Toronto.

Learning Objectives and Outcomes

By the end of this lesson, students should be able to:

1. know and compare the local government reform initiatives over the past half century, and to evaluate their apparent rationale and effectiveness.
2. analyze the rationale and processes behind various forms of restructuring of the formal institutions of local government
3. evaluate the current state of the local government structure that has resulted from the reform initiatives of the past few decades.

Assignment 4 - Lesson 4 of Unit One

Introduction

The previous two lessons have traced the evolution of local government in Ontario over the past century. The pace and scope of change has been particularly striking over the past two decades, and it is time to pause and examine the results. The primary purpose of this lesson is to describe the various kinds of local government in Ontario today in order to simplify and make more understandable the existing structure. At the outset it is important to understand that two types of local governing body exist:

1. Municipalities, such as townships, cities, and regional governments; and
2. Agencies, boards, and commissions, such as school boards and conservation authorities.

Learning Objectives and Outcomes

By the end of this lesson, students should be able to:

1. know and distinguish between the various classifications of municipality in Ontario today.
2. identify the agencies, boards, and commissions (ABCs or special purpose bodies) found in Ontario local government,
3. analyze the reasons for the prevalence of special purpose bodies.
4. evaluate their strengths and shortcomings and suggest ways of improving the relationship between municipalities and local special purpose bodies.

Assignment 5 - Lesson 5 of Unit One

Introduction

To this point in Unit One, we have described the external structure of local government as it evolved from its historical origins, through various pressures of change and reform initiatives, to the present arrangements. Complicated as that picture already is, it is still incomplete in one important respect: the local level of government does not operate in isolation, but is increasingly intertwined with the provincial and federal levels of government and with international organizations as well. In the next two lessons, the focus will be on an examination of the government of Ontario and then on the intergovernmental world in which municipalities now operate. The lesson describes the government of Ontario in terms of its powers and structure as set out in the Constitution Act, 1867. It also analyzes the relationship between the executive and legislative branches of government and provides an overview of their main characteristics.

Learning Objectives and Outcomes

By the end of this lesson, students should be able to:

1. know the executive and legislative branches of the government of Ontario and explain their main responsibilities.
2. understand and distinguish the three kinds of bill,
3. analyze the bill-passing process at the provincial level.
4. evaluate the executive-legislative relationship in Ontario, the factors that have made the Cabinet so dominant, and the reforms that have attempted to strengthen the Legislative Assembly.

Assignment 6 - Lesson 6 of Unit One

Introduction

An examination of local government inevitably extends to the senior levels of government with which municipalities have become closely intertwined over the years. The key intergovernmental relationship, of course, is that between municipalities and the provincial governments to which they are constitutionally subordinate. As discussed later in the lesson, however, municipalities are also involved with the federal government in a variety of ways. The federal impact on the local level is often felt indirectly, as when federal downloading of costs to the provinces prompts provincial governments to respond in kind to their municipalities. It has become increasingly apparent that international developments are also having a significant impact on local governments, both directly and indirectly. To be effective in today's world, municipalities need to forge alliances with other levels of government and with private partners to tackle issues that don't respect traditional boundaries or jurisdictions. Why this new multi-level and multiparty collaboration is required will become more apparent as we examine the various facets of municipal relations in an intergovernmental world.

Learning Objectives and Outcomes

By the end of this lesson, students should be able to:

1. understand the nature and significance of the subordinate constitutional position of local government.
2. evaluate the provincial-local relationship – both general and financial – as it has evolved over time.
3. analyze why, in spite of the constitution, a formal federal-local relationship developed in the 1970s, to examine how that relationship has evolved since, and to evaluate the effectiveness (for the local level) of the existing relationship.
4. articulate how international economic developments, trade agreements, and agencies, are affecting the operations of local governments.