



Municipal Administration Program (MAP) Unit 2 – Municipal Administrative Structure 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 five lessons for MAP Unit 2.

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): **50%**

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 %
Final Examination	50 %
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 Two

Introduction

Unit One traced the evolution of the local government structure in Ontario, with a particular focus on the many mergers within that structure in the last half of the 20th century, and the inter- governmental context within which that structure operates. With Unit Two, we shift our focus, to some extent, inside the municipality, to the internal governing structure and those who operate it and to the interaction of those personnel and other key players in the making of municipal policy. But the more we explore governing machinery and operations, the more we will become aware of the extent to which these are affected by many of the same external factors and influences discussed in Unit One.

On the surface, the internal organization of municipal government appears relatively simple, especially when compared to the organization of government at the provincial and federal levels. In contrast to the provincial and federal levels of government with two separate branches, the executive and the legislative, all of the responsibilities of governing an incorporated municipality are vested in one body, the council, which exercises both executive and legislative duties. As an executive body it initiates proposals for municipal action, makes a myriad of specific decisions — such as hiring a CAO and possibly senior staff — and supervises the administration of the policies and programs of the municipality. As a legislative body, it makes by-laws that are the laws governing its citizens.

At its simplest, therefore, the basic structure of municipal government consists only of the council and staff, the latter mostly organized into a number of functionally specialized departments. The contrast with the government structure at the provincial and federal levels is evident from the chart below. Given the central importance of the council in municipal operations, considerable attention will be given to its make-up and methods of selection in the following pages.

Learning Objectives and Outcomes

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

1. know the composition and roles of the municipal council.
2. analyze the respective merits of the short term versus long term of office, election by ward versus by general vote, and direct versus indirect election.
3. explain those factors that allow heads of council often to provide more political leadership than their formal powers would suggest.
4. understand explain those factors that allow clerks (or clerk-treasurers) often to provide more administrative leadership than their formal powers would suggest.
5. evaluate the nature of the standing committee system and its alleged advantages and shortcomings.

Assignment 2 - Lesson 2 of Unit Two

Introduction

The preceding lesson examined what might be termed the most basic structure of municipal government – council, staff, and standing committees. It is now time to broaden our focus to consider a variety of other internal organizational forms. Before doing so, however, it is helpful to understand the changing environment in which these modifications to the governing structure have been introduced. That environment has been characterized by growing pressures of change for more than half a century, for the most part the same pressures discussed in Unit One as rendering the traditional external structure of local government increasingly inadequate. Not surprisingly, these pressures had much the same impact on local government's internal structure.

Learning Objectives and Outcomes

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

1. understand the pressures of change that rendered the traditional governing structure of municipal government increasingly inadequate and ineffective over the past half century.
2. analyze the weaknesses found in the traditional municipal structure at both the political and administrative levels.
3. evaluate the following administrative models: council-manager system, chief administrative officer system, commissioner system, and business model.
4. distinguish and evaluate the following political models: board of control, executive committee, and committee of the whole (council).
5. Assess the effectiveness of the various attempts to modify and strengthen municipal structures at both the council and staff level.

Assignment 3 - Lesson 3 of Unit Two

Introduction

The first two lessons in this Unit have examined the municipal governing structure and its various modifications over the years. In this lesson and the next, we shift our attention to the local political process – to the way in which the key players at the local level interact with the governing structure and with pressures in the external environment to generate a variety of policy outcomes. These actions of local governments largely determine the character of their communities and the quality of life of their inhabitants.

The most visible of the local players, of course, are the councillors and staff of a municipality. It is the municipal council that exercises the powers of the municipality, on the advice of municipal staff who provide expertise and continuity. Municipal decisions are not made in a vacuum, however, but in an environment in which various external forces (such as citizens groups, business interests, the provincial government, and other governmental agencies) seek to exert their influence. Moreover, councils increasingly reach out to external groups in making their decisions, as they accept the limitations of their own resources and the notion that they can be service arrangers rather than direct service providers. As a result, what is evolving at the local level is a system of local governance “involving complex sets of organizations drawn from the public, private and voluntary sectors” (Stoker 1996: 1). These developments mean that any examination of local players has to range well beyond the official governing structure (Conteh 2013).

While it might seem logical to begin with councillors and staff – the “official” players in the local political process – discussion of these groups will come last, for two reasons. First, one is better able to appreciate the roles of councillors and staff within the broader context and operating environment provided by the other players to be discussed initially. Second, the concluding section on councillors and staff will set the stage for the consideration of the policy making process, which follows in the next lesson.

Learning Objectives and Outcomes

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

1. examine the key players (both official and unofficial) in the local political process, including councillors, staff, the local electorate, local groups, political parties, the provincial and federal governments, and the media.
2. assess the impact of these players on the local political process.
3. know the roles and inter-relationships of councillors and staff.
4. understand ethics in municipal government, and the importance of underlying values (the organizational culture) in supporting ethical behaviour.

Assignment 4 - Lesson 4 of Unit Two

Introduction

The key players described in Lesson 3 work with and through the governing structure described in Lessons 1 and 2 to generate a variety of policy outputs. It is this policy making role of municipal government that is the subject of this lesson – a role that is changing and taking on added significance as the 21st century unfolds.

First we need to clarify what is meant by policy making, a term used widely but often without sufficient care. One of the simplest definitions is offered by Morgan, who states that public policy is “whatever governments choose to do or not to do.” (Dye 1984) This definition recognizes that inaction may be considered a policy, provided that such inaction is the result of a deliberate decision rather than just an oversight. Inaction is also an option in Pal’s definition of public policy as “a course of action or inaction chosen by public authorities to address a given problem or interrelated set of problems” (Pal 2006: 2). This rather broader definition makes clear that public policies are not ends in themselves but are a means of tackling issues of concern to government and those being governed. The reference to interrelated sets of problems reminds us of the potential complexity of public policy making (Howlett 2013).

Learning Objectives and Outcomes

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

1. know the nature, complexity, and importance of municipal policy making.
2. understand the differences between the rational model of policy making with the way individual policy decisions are made in practice.
3. analyze and compare the main theories or models used to explain municipal policy output.
4. distinguish the various stages in municipal policy making, and to examine the appropriate extent of involvement by councillors and staff in each of these stages.
5. offer suggestions for improving municipal policy making, and the interaction of councillors and staff within the process.

Assignment 5 - Lesson 5 of Unit Two

Introduction

Up to this point, the *Municipal Administration Program* has been primarily concerned with the structure of local government, both external and internal. Unit 1 traced the historical evolution of that structure, through various pressures of growth and change, through adaptations and reforms, to the present system in Ontario. This focus continued in Unit 2 through an examination of the internal structure and governing forms of municipalities and an analysis of various adaptations to this structure in response to the same pressures of growth and change.

In the remaining two Units of the program, however, the focus will shift from structure to process, to how the municipality operates within its structure, how it discharges its responsibilities. These two aspects are interrelated, and the structure of municipal government can certainly affect how well (or poorly) it operates. There is considerable evidence to suggest that process improvements are the key to municipal success.

This final lesson in Unit 2 can be seen as a bridge between the two halves of the *Municipal Administration Program*. It rounds out the discussion of municipal operations found in Unit 2 and previews various aspects of the management process that will be examined in Units 3 and 4.

Learning Objectives and Outcomes

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

1. know the diverse and contrasting views of the nature of management in the private sector.
2. explain the nature of public management (public administration) and how it differs from administration in the private sector.
3. compare and contrast municipal administration with public administration at the provincial and federal levels of government.
4. understand examine the key features of what has become known as the new public management (NPM) movement, and to assess the strengths and shortcomings of this movement.
5. analyze and illustrate the application of new public management features to municipal operations.