



Municipal Administration Program (MAP) Unit 4 – Management in the Municipality 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 4.

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 Four

Introduction

Units 1 and 2 of the MAP Program outlined the context within which municipal management takes place. That context has been one of almost constant change over the past couple of decades. Ontario municipalities have faced downsizing and downloading, amalgamation, increased public scrutiny and a demand for improved customer service. In addition there have been competitive pressures and calls for privatization, a growing use of the Internet for interaction with local citizens, major reforms affecting municipal revenue sources and growing financial squeeze. This has all led to a substantial increase in workload.

As if all of these factors were not a sufficient challenge, we are now just starting to emerge from the effects of a major financial and economic crisis. Federal and provincial government surpluses have been replaced by deficits. All government spending will receive extra scrutiny, including transfer payments from one level of government to another. As the “bottom” level of government, municipalities should not expect expanded provincial and federal funding to help them cope with the new financial and economic difficulties. Instead, councils and senior staff will have to manage operations in an atmosphere of restraint and fiscal stress. While these new pressures certainly don’t make the job any easier, neither are they a reason for dismay. It is when faced with extraordinary challenges that organizations often find the motivation and imagination to embrace new approaches that can lead to fundamental improvements.

Learning Objectives and Outcomes

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

1. understand the nature of management, with particular reference to the four key functions of planning, organizing, leading, and controlling.
2. analyze and compare the findings of Maslow, Argyris, and Herzberg with respect to the concept of worker needs.
3. analyze and compare the approaches to leading propounded by McGregor, Blake and Mouton, and Hersey and Blanchard.
4. evaluate the innovations associated with changing the DNA of government, and the two kinds of risk faced by municipalities in pursuing this type of change.
5. apply practical tips to their organizational context for the most effective management of staff.

Assignment 2 - Lesson 2 of Unit Four

Introduction

Effective management, as the preceding lesson stated, involves getting things done through other people (Mintzberg 2013). Acquiring and retaining the right people, however, has never been more challenging or important (Berman 2012). An increasing proportion of the Canadian population is reaching the age of retirement and finding adequate qualified employees is a growing problem, including for municipal governments.

Yet the management of human resources has traditionally received insufficient attention in most municipalities. In small and rural municipalities the oversight usually occurs because of the lack of any specific focus of responsibility for the personnel function. Even in larger municipalities with a human resources department, attention may be focused too narrowly on the activities of this department, with too little appreciation of the role played by general management and supervisory staff. It is these staff who are in day-to-day contact with the employees of the municipality, are involved in the administration of collective agreements, and can be expected to have the most insight into the workings of the municipality and the performance of its employees. All managers need to give more attention to human resource issues and to recognize the importance of the human resources departments and policies within their organizations.

Learning Objectives and Outcomes

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

1. understand, in general terms, the legislative framework governing employer- employee relations in Ontario municipalities.
2. explain the municipal collective bargaining process and to describe the problems that can arise in the municipality's approach to collective bargaining.
3. evaluate the recruitment process as a series of inter-related activities comprising at least seven key steps.
4. explain why performance appraisals are avoided or carried out ineffectively and to suggest ways of developing an effective performance appraisal process.
5. assess the security of tenure of municipal staff and the general grounds for discipline and dismissal.

Assignment 3 - Lesson 3 of Unit Four

Introduction

Effective communications is vital to all organizations (Glenn 2014). Many of the problems that arise – among employees, between employees and their managers, or between the organization and its customers – stem from inadequate or unclear communications.

Yet the act of communicating seldom receives the attention that it should, perhaps because it is assumed that it is something that we all do naturally. Even the breadth of the activity may be underestimated.

Given the breadth and complexity of this subject, the examination of communications in only one lesson must necessarily be selective. First, there will be an attempt to clarify the nature of the communications process, to identify some of the most common barriers to effective communications, and to suggest ways of overcoming or minimizing these barriers. After this general discussion of the subject, the lesson will examine municipal communications from two key perspectives:

1. *Internal* communications, especially between staff and council; and
2. *External* communications, as a central part of municipal public relations.

Learning Objectives and Outcomes

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

1. understand the nature of communications and the four variables that form part of any communications.
2. explain and illustrate the three means of communicating and the three communication flows found in any organization.
3. evaluate the main barriers to effective communications and to suggest means of overcoming these barriers.
4. apply methods of improving the flow of information from staff to council and its disposition by council, with particular reference to the use of agendas, staff reports, minutes, and procedure by-laws.
5. explain the factors that affect municipal public relations and to describe the key components of a municipal public relations program, including relations with the media.
6. analyze the general nature of the emphasis on improving customer service and to explain its relevance for the municipal sector.

Assignment 4 - Lesson 4 of Unit Four

Introduction

For many years this lesson was titled “office management,” but one’s first reaction to that topic is often that its subject matter is not as important or “weighty” as the other management subjects examined in Unit Four. Such a view usually stems from a narrow perception of office management as being little more than internal “house-keeping” matters that are essentially clerical in nature. It may also arise from the fact that office management is not even formally recognized as a separate function in most small municipalities. Instead, its varied activities are just part of the duties of other staff – if they are carried out at all.

As this lesson will demonstrate, however, its subject matter embraces a number of very important municipal activities and insufficient attention to these activities can bring quite harmful consequences for the municipality. Far from being simply internal housekeeping matters, the management of resources is central to the operations of a municipality. As will become evident, the main activities involved – managing physical assets and managing records – are integral components of the overall municipal management process.

Learning Objectives and Outcomes

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

1. understand the scope and importance of the function of resource management.
2. know about physical assets, their nature, acquisition, maintenance, management, and protection.
3. explain the key steps and documents in the municipal purchasing process.
4. analyze the main purposes of, and steps in, a basic records management program for a municipality.
5. explain the general nature of the freedom of information legislation, and its impact on municipal records management activities.

Assignment 5 - Lesson 5 of Unit Four

Introduction

There are many types of planning, all potentially important to the operations of the municipality. Examples include:

- Financial planning, as discussed in Unit Three of this program;
- Human resource planning, as discussed in Lesson 2 of this Unit;
- Land use planning, which is the focus of most of this lesson: and
- Strategic planning, which involves the identification of long term goals and objectives of central importance to the municipality.

Given its complexity and pervasiveness in municipal administration, we will deal with strategic planning separately in the next lesson. This lesson focuses on what is normally termed land use planning, physical planning, or community planning. This type of planning involves the determination of the nature and pace of future growth for a community and the regulation and control of land development in ways that will help to achieve the desired growth objectives (Agrawal 2014).

Learning Objectives and Outcomes

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

1. explain the provincial involvement in land use planning, with particular reference to provincial policy statements and approval powers.
2. understand the nature and purposes of an official plan, its legal significance, and the process by which it is adopted.
3. understand the nature and purposes of a zoning by-law, the process by which it is adopted, and the relief from zoning available through the provisions for legal non-conforming uses and minor variances.
4. analyze the process of subdivision control in Ontario, with reference to both subdivision plans and severances, and the process by which they are approved.
5. analyze the way in which the provincial-local relationship in planning has evolved in Ontario.

Assignment 6 - Lesson 6 of Unit Four

Introduction

As stated at the previous lesson, one of the several types of planning important to the municipality is strategic planning. In fact, several of the lessons in Unit Four have cited the need for planning strategically. We saw in earlier lessons that the human resources of a municipality must be developed and allocated on the basis of present and anticipated needs and consistent with identified priorities. The same link applies to the purchasing process discussed in Lesson Four, and “many organizations today are connecting the procurement function to organizational strategic planning and supply chain activities, and are applying a lifecycle perspective to their supply needs” (Chamberland 2007: 4). Lesson Four also examines risk management and greater attention to this matter, and to the development of business continuity plans, is yet another example of planning ahead and being strategic. But the term ‘strategic planning’ is most commonly used to refer to a fairly specific process that is the focus of this second major section of the lesson.

Learning Objectives and Outcomes

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

1. evaluate the nature and importance of strategic planning/management and the key steps that form part of the process.
2. assess the key factors which contribute to a successful municipal strategic planning/management exercise.
3. illustrate the link between strategic management and the other main management activities in the municipality.