

University of Western Ontario  
Department of Political Science  
**Advanced Local Government**  
Public Administration 9901a/ Political Science 9523a  
Fall 2016

Wednesdays 4:00-6:00pm  
Room 4255, Social Science Centre

Instructor: Andrew Sancton  
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### **Course Information**

**Course Objectives:** This course provides an advanced overview of local government in Canada. It surveys the structures, functions, and financing of local governments, and examines their relations with federal and provincial governments.

**Course Organization:** The course will consist of a combination of lectures, class discussions, and student presentations.

### **Readings and Materials**

Required textbooks (both available in the UWO bookstore):

Andrew Sancton, *Canadian Local Government: An Urban Perspective*, 2nd edition  
(Toronto: Oxford University Press, 2015)

Zachary Spicer, *The Boundary Bargain: Growth, Development, and the Future of City-County Separation* (Montreal and Kingston: McGill-Queen's University Press, 2016)

All other assigned readings will be available electronically, either through the course's OWL site or on-line. Assigned reading should be done **before** the class in which it is to be discussed.

### **Requirements:**

1. *Two Short Reading Responses.* Every student is required to submit a short reaction paper to the assigned readings for two classes (beginning Sept 21). These papers should be **no more than** two pages single-spaced and should speak to the main themes and issues raised in the readings. You have some freedom in how you want to approach these responses, but they are **NOT** intended to be summaries. You are encouraged to reflect on any ideas or approaches covered in the readings that you agree or disagree with, to develop an argument that ties some or all of the readings together, and to incorporate your own personal experiences. You will be asked to

present one of these responses to the class (see *Class Participation*). You should be prepared to help lead class discussions for each of the sessions that you prepare a response for, and especially during the class in which you present. Responses are to be submitted at the start of the class which is covering the readings that you have responded to. *Late Papers will not be accepted.*

2. *Class Participation*. Two items make up the class participation grade:

a. Attendance and Participation. You must attend all classes, keep up with the readings, and participate during discussions. If you are unable to attend a particular class, you should advise the instructor in advance.

b. Reading Response Presentation. You will be required to present one of your reading responses to the class. The presentation schedule will be determined during the first class. These presentations should be **approximately 5 minutes in length**. Unless agreed to in advance by the instructor, no audiovisual equipment will be used for these presentations.

3. *Final Essay*. **In consultation with the instructor**, students should choose an essay topic related to any of the subjects covered above. The essay should be between 2,500 and 3,000 words in length and must be submitted by **December 7 at the latest**. Papers submitted after this date will be penalized two percentage points for each day (including weekends) that the paper is late.

**Evaluation:**

- |                                |                |
|--------------------------------|----------------|
| 1. Two Short Reading Responses | 10% each = 20% |
| 2. Participation               | 30%            |
| 3. Final Essay                 | 50%            |

**Note on academic offences and plagiarism:**

Scholastic offences are taken seriously and students are directed to read the appropriate policy, specifically, the definition of what constitutes a Scholastic Offence, at:

[http://www.uwo.ca/univsec/pdf/academic\\_policies/appeals/scholastic\\_discipline\\_grad.pdf](http://www.uwo.ca/univsec/pdf/academic_policies/appeals/scholastic_discipline_grad.pdf)

**Note for students with disabilities:**

Please contact [poliscie@uwo.ca](mailto:poliscie@uwo.ca) if you require any information in plain text format, or if any other accommodation can make the course material and/or physical space accessible to you.

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**Course Schedule and Required Readings**

Sept. 14      **Organization and Introduction**  
**The What and Why of Local Government:**  
**Are Indigenous Governments Local Governments?**

Readings:      Sancton, ch. 1 and 2.  
                     Spicer, pp.17-31  
                     C. Richard Tindal *et al*, *Local Government in Canada*, 9<sup>th</sup> edn (Toronto: Nelson Education, 2017), 1-9 and 24-28.

Sept. 21      **Central-Local Relations**

- Readings:      Sancton, Ch. 3.  
Andrew Sancton, “The False Panacea of City Charters: The Case of Toronto”, paper for University of Calgary School of Public Policy, University of Calgary School of Public Policy Papers, Volume 9, Issue 3, January 2016: [http://www.policyschool.ucalgary.ca/sites/default/files/research/false-panacea-city-charters-sancton\\_0.pdf](http://www.policyschool.ucalgary.ca/sites/default/files/research/false-panacea-city-charters-sancton_0.pdf)
- Warren Magnusson, *Local Self-Government and the Right to the City* (Monreal and Kingston: McGill-Queen’s University Press, 2016), ch.8
- Websites:      Association of Municipalities of Ontario:  
<https://www.amo.on.ca/default.aspx>
- Federation of Canadian Municipalities: <http://www.fcm.ca/home.htm>
- Ontario Ministry of Municipal Affairs and Housing:  
<http://www.mah.gov.on.ca/Page11.aspx>

Sept.28      **Central-Local Relations Cont’d: the OMB and Multilevel Governance**

- Readings:
- Moore, Aaron A., 2013. *Planning Politics in Toronto: The Ontario Municipal Board and Urban Development* (Toronto: University of Toronto Press, 2013), pp. 37-52.
- Horak, Martin, “Multilevel Governance in Toronto: Success and Failure in Canada’s Largest City.” In *Sites of Governance: Multilevel Governance and Policy Making in Canada’s Big Cities*, edited by Martin Horak and Robert Young, (Montreal and Kingston: McGill-Queen’s University Press, 2012) pp.228-62.
- Eidelman, Gabriel, *Three’s Company: A Review of Waterfront Toronto’s Tri-government Approach to Revitalization*. Toronto: The Mowat Centre, 2013): <http://mowatcentre.ca/threes-company/>.

Oct. 5      **Special Purpose Bodies**

- Readings:      Sancton, ch.4.  
Jack Lucas, *Fields of Authority: Special Purpose Governance in Ontario, 1815-1915* (Toronto: University of Toronto Press, 2016), Introduction and ch.6
- Joseph Lyons, “Conservation Authority Board Composition and Watershed Management in Ontario.” *Canadian Public Administration* 58-2 (2015): 315-332.
- Websites:      Waterfront Toronto: <http://www.waterfronttoronto.ca/>

Metrolinx: <http://www.metrolinx.com/en/>

Ontario Association of Police Services Boards: <http://www.oapsb.ca/>

Oct. 12      **Urban and Rural: Greenbelt and Smart Growth**

Readings:      Sancton, ch.5  
                    Spicer, ch.2  
                    Ontario, *Planning for Health, Prosperity and Growth: Recommendations of the Advisory Panel on the Coordinated Review of the Growth Plan for the Greater Golden Horseshoe, the Greenbelt Plan, the Oak Ridges Moraine Conservation Plan and the Niagara Escarpment Plan, 2015-2041* (2016):  
<http://www.mah.gov.on.ca/Asset11110.aspx?method=1>

Websites:

Statistics Canada, 2011 Census: <http://www12.statcan.gc.ca/census-recensement/index-eng.cfm>

Ministry of Municipal Affairs, Coordinated Land Use Planning Review:  
<http://www.mah.gov.on.ca/Page10882.aspx>

Oct. 19      **Responses to Urbanization: Annexation and City-County Separation**

Readings:      Sancton, ch.5  
                    Spicer, Introduction, pp.44-55 and ch.3-6  
                    Zachary Spicer, “Adapting (Municipal) Form to (Provincial) Function: City-County Separation and the Introduction of the Consolidated Municipal Service Manager System in Ontario, Canada,” *American Review of Canadian Studies* 54-3 (2015): 346-64

Oct.26      **Metropolitan Governance: Two-Tier Systems**

Readings:      Sancton, ch.7  
                    Spicer, pp.31-44  
                    Harold (Hal) Wolman, *Learning from Abroad: Multi-Purpose Special Districts in British Columbia as a Possible Model for Governance Innovation for Local Governments in the United States* (Institute of Public Policy, The George Washington University, June 2016):  
[http://transformgov.org/en/knowledge\\_network/documents/kn/Document/308283/Learning\\_from\\_Abroad\\_MultiPurpose\\_Special\\_Districts\\_in\\_British\\_Columbia\\_as\\_a\\_Possible\\_Model\\_for\\_Gove](http://transformgov.org/en/knowledge_network/documents/kn/Document/308283/Learning_from_Abroad_MultiPurpose_Special_Districts_in_British_Columbia_as_a_Possible_Model_for_Gove)

Nov. 2      **Metropolitan Governance: Amalgamations and De-amalgamations**

- Readings:      Sancton, Ch. 8.  
                  Spicer, pp.44-61  
                  Enid Slack and Richard M. Bird, ‘Merging Municipalities: Is Bigger Better?’  
                  Chapter 4 in Anti Mossio, ed., *Rethinking Local Government: Essays on  
                  Municipal Reform* (Helsinki: VATT Publications, 2012):  
                  [http://www.vatt.fi/file/vatt\\_publication\\_pdf/j61.pdf](http://www.vatt.fi/file/vatt_publication_pdf/j61.pdf)  
                  Zachary Spicer, “A Patchwork of Participation: Stewardship, Delegation and the  
                  Search for Community Representation in Post-Amalgamation Ontario,  
                  *Canadian Journal of Political Science* 49-1 (March 2016): 129-50
- Websites:      Amalgamation Yes! (Victoria BC): <http://www.amalgamationyes.ca/>

Nov. 9 **Internal Municipal Structures and Municipal Politicians**

- Readings:      Sancton, Ch. 9 and pp. 227-232.  
                  Sancton, Andrew. 2015. “What is a Meeting? Municipal Councils and the Ontario  
                  Ombudsman.” *Canadian Public Administration* 58 (3).  
                  Royce Koop and John Kraemer, “Wards, At-Large Systems and the Focus of  
                  Representation in Canadian Cities,” forthcoming in *Canadian Journal of  
                  Political Science* available from a computer logged in to Western Libraries  
                  at:  
                  [http://journals.cambridge.org/action/displayFulltext?type=1&pdfType=1&  
                  id=10339089&jid=CJP&volumeId=-1&issueId=-1&aid=10339084](http://journals.cambridge.org/action/displayFulltext?type=1&pdfType=1&id=10339089&jid=CJP&volumeId=-1&issueId=-1&aid=10339084)  
                  David Siegel, “The ‘Public Service Bargain’ in Local Government: A New Way  
                  of Looking at Relations between Municipal Councils and CAOs,”  
                  *Canadian Public Administration* 58-3 (September 2015): 406-25
- Websites:      International City Management Association: <http://icma.org/en/icma/home>  
                  Canadian Association of Municipal Administrators: <http://www.camacam.ca/en/>

Nov. 16      **Municipal Finance I: Budgets and Borrowing**

- Readings:      Sancton, Ch. 14.  
                  Benjamin Dachlis and William B.P. Robson, *Building Better Budgets: Canada’s  
                  Cities Should Clean Up their Financial Reporting* C.D. Howe Institute  
                  Commentary 439, November 2015: [https://www.cdhowe.org/building-  
                  better-budgets-canada%E2%80%99s-cities-should-clean-their-financial-  
                  reporting](https://www.cdhowe.org/building-better-budgets-canada%E2%80%99s-cities-should-clean-their-financial-reporting).  
                  Hanniman, Kyle. 2013. “Borrowing Today for the City of Tomorrow? Municipal  
                  Debt and Alternative Financing.” *IMFG Forum* No. 3, available at

[http://munkschool.utoronto.ca/imfg/uploads/254/imfg\\_1453borrowingtoday\\_final\\_web\\_sept\\_12.pdf](http://munkschool.utoronto.ca/imfg/uploads/254/imfg_1453borrowingtoday_final_web_sept_12.pdf).

Nov. 23      **Municipal Finance II: Property Taxes, User-Fees, and Development Charges**

- Readings:
- Sancton, Ch. 15 and pp. 202-207.
  - Bird, Richard, Enid Slack, and Almos Tassonyi. 2012. *A Tale of Two Taxes: Property Tax Reform in Ontario*. Cambridge, MA: Lincoln Institute of Land Policy, Chs. 1 and 9.
  - Tomalty, Ray and Andrejs Skaburskis. 2003. "Development Charges and City Planning Objectives." *Canadian Journal of Urban Research* 12(1): 142-61.
  - Melville McMillan and Bev Dahlby, *Do Local Governments Need Alternative Sources of Tax Revenues: An Assessment of the Options for Alberta's Cities*, University of Calgary School of Public Policy, SPP Research Papers 7-26 (Sept.2014):  
<http://www.policyschool.ucalgary.ca/sites/default/files/research/mcmillan-dahlby.pdf>

Nov. 30      **Good Governance at the Local Level**

- Readings:
- Zack Taylor, *Good Governance at the Local Level: Meaning and Measurement*, IMFG Papers on Municipal Finance and Governance, No.26, 2016:  
[http://munkschool.utoronto.ca/imfg/uploads/346/imfgpaper\\_no26\\_goodgovernance\\_zacktaylor\\_june\\_16\\_2016.pdf](http://munkschool.utoronto.ca/imfg/uploads/346/imfgpaper_no26_goodgovernance_zacktaylor_june_16_2016.pdf)