

Western University
Department of Political Science
Local Government Management
Public Administration 9904b
Winter 2017

Thursdays 11:30 am-1:30 pm
Committee Room 4, London City Hall

Instructor: Joe Lyons
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Course Information

Calendar Description: Drawing upon theories and research findings in public administration and management, this course examines administrative approaches, issues and debates arising in local governments in a changing environment. Students will learn how the complex and unstable environment of public sector organizations produces both challenges and opportunities for public sector managers, and will work through case material that requires them to apply insights from management and public administration literature to real-world local government settings.

Course Objectives: This course provides an overview of selected research and issues in the field of local government management.

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

Readings and Materials: Students should obtain their own copy of the following book, which is available in the university bookstore:

Siegel, David. 2015. *Leaders in the Shadows: The Leadership Qualities of Municipal Chief Administrative Officers*. Toronto: UTP.

All other assigned readings will be available through Western Libraries or the course's OWL site. Assigned reading should be done **Before** the class in which it is to be discussed. A number of optional readings have been included. These are not required, but students are encouraged to read them if interested. They may also serve as good sources for your final paper, depending on your topic.

Requirements

1. *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. **Structured Debates.** You will be required to participate in at least one structured debate. Students will sign up for their debate during the first class. Every debate will feature two contradictory propositions, with each student speaking in support of their assigned proposition for approximately five minutes. Afterwards, the debate will be opened up to the rest of the class. You must also submit a **one-page, point-form summary of your main arguments** on the day of your debate.

2. *Group Assignment.* During the final two classes of the semester, students will be divided into groups and provided with documents from one of three public inquiries: the Elliot Lake Commission of Inquiry, the Toronto Computer Leasing Inquiry, or the Waterloo Inquiry. Each group will submit a 1,500-word paper that: (1) **briefly** summarizes the events described in their assigned reports; (2) identifies the roles played by the key actors, with a specific focus on the municipal administrators and politicians involved; (3) explains what went wrong; and (4) analyzes whether **the most important recommendations** are capable of addressing root causes. Groups should incorporate course material wherever possible. During the final class, each group will make a 15-minute presentation on their paper.

3. *Final Paper.* Students must submit a 3,000-word paper by **April 14th**. You must choose one of the following two options:

a. Under **option one**, students write an essay using one of the assigned debate propositions as their central thesis. Students are encouraged to draw heavily from the assigned readings, but will need to consult outside sources as well.

b. Under **option two**, students write an extended book review of *Leaders in the Shadows*. The first section of this essay (no more than one third of the total length) will describe the book's main arguments and summarize the approach taken. The rest of the essay will evaluate the book's arguments, using material from the course. Students should reference as many relevant readings as possible. Students choosing this option are not required to reference sources beyond the assigned course readings.

Note: Overdue submissions will be penalized **two percentage points** for each day (including weekends) that the paper is late. Extensions will be granted only in the event that written confirmation of any extenuating circumstances is provided.

Evaluation:

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| 1. Class Participation: | |
| Attendance and Participation | 25% |
| Structured Debates | 15% |
| 2. Group Assignment: | 20% |
| 3. Final Paper: | 40% |

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:

Note for students with disabilities:

Please contact 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.

Course Schedule and Required Readings

Jan. 5 **Organization and Introduction**

Jan. 12 **Thinking about Public-Sector Management**

Readings: Mintzberg, Henry. 2000. Managing. In Henry Mintzberg and Jacques Bourgoult, eds. *Managing Publicly*. Toronto: IPAC.
Hood, Christopher. 1991. A Public Management for all Seasons? *Public Administration* 69(1): 3-19
Denhardt, Robert and Janet Denhardt. 2000. The New Public Service: Steering Rather than Rowing. *Public Administration Review* 60(6): 549-59.

Optional: Denhardt, Robert and Janet Denhardt. 2015. The New Public Service Revisited. *Public Administration Review* 75(5): 664-72.

Jan. 19 **Leadership, Followership, and Public Service Motivation**

Readings: Siegel, pp. 17-34.
Van Wart, Montgomery. 2015. Evaluating Transformational Leaders: The Challenging Case of Eric Shinseke and the U.S. Department of Veterans Affairs. *Public Administration Review* 75(5): 760-69.
Reed, George E. 2014. Expressing Loyal Dissent: Moral Considerations from Literature on Followership. *Public Integrity* 17(1): 5-18.
Perry, James and Annie Hondeghem, eds . 2008. *Motivation in Public Management: The Call of Public Service*. Oxford: OUP, pp. 1-9, chapter 13.

Jan. 26 **Thinking about the Role of the CAO**

Readings: Siegel, pp. 34-51.
O’Flynn, Patrick Eamon and Tim Mau. 2014. A Demographic and Career Profile of Municipal CAOs in Canada: Implications for Local Governance. *Canadian Public Administration* 57(1): 154-70.
Carr, Jered. 2015. What Have We Learned about the Performance of Council-Manager Government? A Review and Synthesis of the Research. *Public Administration Review* 75(5): 673-89.

Optional: Siegel, David. 2015. The “Public Service Bargain” in Local Government: A New Way of Looking at Relations between Municipal Councils and CAOs. *Canadian Public Administration* 58(3): 406-25.

Feb. 2 **Council-Staff Relations**

Readings: Mouritzen, Poul Erik and James H. Svara. 2002. *Leadership at the Apex: Politicians and Administrators in Western Local Governments*. Pittsburgh: University of Pittsburgh Press, chapter 2.

Wheeland, Craig M. 2013. Gregory C. Smith: A Township Manager Effectively Managing Ethical Dilemmas. *Public Integrity* 15(3): 265-81.

Siegel, chapter 2.

Optional: Downe, James et al. 2016. What Determines Ethical Behaviour in Public Organizations: Is It Rules or Leadership? *Public Administration Review* 76(6): 898-909.

Feb. 9 **Ethics, Ethical Dysfunction, and Corruption**

Readings: Schwartz, Robert. 2013. Public Service Morals and Ethics: Thin and Thick Dilemmas in Routine and Critical Situations. In H. George Frederickson and Richard K. Ghere, eds. *Ethics in Public Management*, 2nd edition. Armonk, NY: M.E. Sharpe, Inc.

Jurkiewicz, Carole L. 2013. The Anatomy of Ethical Dysfunction. In H. George Frederickson and Richard K. Ghere, eds. *Ethics in Public Management*, 2nd edition. Armonk, NY: M.E. Sharpe, Inc.

Graycar, Adam and Diego Villa. 2011. The Loss of Governance Capacity through Corruption. *Governance* 24(3): 419-38.

Feb. 16 **Community and Citizen Engagement**

Readings: Timney, Mary. 2011. Models of Citizen Participation: Measuring Engagement and Collaboration. In Cheryl Simrell King, ed. *Government is US 2.0*. Armonk, NY: M.E. Sharpe.

Irvin, Renée and John Stansbury. 2004. Citizen Participation in Decision Making: Is it Worth the Effort? *Public Administration Review* 64(1): 55-65.

Siegel, chapter 4.

Optional: Bouchard, Nancy. 2016. The Dark Side of Public Participation: Participative Processes that Legitimize Elected Officials’ Values. *Canadian Public Administration* 59(4): 516-37.

Feb. 23 **No Class – Reading Week**

Mar. 2 **Performance Management**

- Readings: Schatteman, Alicia. 2010. The State of Ontario's Municipal Performance Reports: A Critical Analysis. *Canadian Public Administration* 53(4): 531-50.
 Wichowsky, Amber and Donald P. Moynihan. 2008. Measuring How Administration Shapes Citizenship: A Policy Feedback Perspective on Performance Management. *Public Administration Review* 68(5): 908-20.
 Siegel, chapter 3.
- Optional: Charbonneau, Étienne and François Bellavance. 2015. Performance Management in a Benchmarking Regime: Quebec's Municipal Management Indicators. *Canadian Public Administration* 58 (1): 110-37.
- Mar. 9 **Managing Change**
- Readings: Fernandez, Sergio and Hal G. Rainey. 2006. Managing Successful Organizational Change in the Public Sector. *Public Administration Review* 66(2): 168-76.
 Tummers, Lars. 2011. Explaining the Willingness of Public Professionals to Implement New Policies: A Policy Alienation Framework. *International Review of Administrative Sciences* 77(3): 555-81.
 Siegel, chapter 6.
- Optional: Wright, Bradeley et al. 2013. Motivated to Adapt? The Role of Public Service Motivation as Employees Face Organizational Change. *Public Administration Review* 75(5): 738-47.
- Mar. 16 **No Class – March Break**
- Mar. 23 **Contracting Out and Inter-local Agreements**
- Readings: Siemiatycki, Matti. 2015. Public-Private Partnerships in Canada: Reflections on Twenty Years of Practice. *Canadian Public Administration* 58(3): 343-62.
 Spicer, Zachary. 2014. The Ties that Bind? Exploring the Dynamics of Intermunicipal Agreement Formation between Separated Cities and Counties. *Canadian Public Policy* 40(3): 245-58.
 Siegel, Chapter 5.
- Optional: Ohemeng, Frank and John Grant. 2014. Neither Public nor Private: The Efficacy of Mixed Model Public Service Delivery in Two Canadian Municipalities. *Canadian Public Administration* 57(4): 548-72.
- Mar. 30 **Group Work: What Went Wrong?**
- Apr. 6 **Group Presentations: What Went Wrong?**
- Apr. 13 **Back-Up Date for Presentations**