

Public Administration 9904B

LOCAL GOVERNMENT MANAGEMENT/ ADMINISTRATION

Winter Term 2019

Instructor: Carol Agocs
Professor Emerita

Classroom: Committee Room 4,
London City Hall

Phone: office 519-660-8537
mobile 519-702-0537

Class meets Thursdays,
11:30 am – 1:30 pm
from January 10 through April 4
(no class on February 21)

Email: cagocs@uwo.ca

In this course we consider a selection of issues and challenges in contemporary public administration and governance in real-world local government settings. In considering case examples we will apply theoretical perspectives, concepts and research evidence from several disciplines and stakeholder perspectives. Classes include lectures, discussions, individual commentaries on assigned readings and team presentations by students. Your work-related experiences and observations and informed perspectives are valuable resources for discussions, and sharing yours will help to create a rich learning environment.

It is essential that you come prepared for each class by completing the assigned readings and preparing assigned exercises or cases in advance. Attendance at all class sessions is expected.

Carol Agocs is available for consultation by email, in person after class, and by telephone (leave a message and I will return your call). My mobile phone number is provided in case you need to reach me shortly before a class meeting. Otherwise please phone me at my office.

Course Requirements

Contributions to learning during classes: 15%

All classes will include seminar discussions. Your mark will reflect evidence of your careful preparation for class by reading and engaging critically with the assigned readings, and the quality of your contributions to the learning experience in each class. You are expected to participate in discussions by contributing reflections on the readings, informed perspectives on matters under discussion and examples and applications, expressed thoughtfully and respectfully.

Commentary on the reading assigned for a class: 10%

Each student should sign up on OWL to present a commentary (maximum 10 minutes) on the one of the assigned readings for a class in which student team presentations are not scheduled. You should present your “take” on the reading, not a summary of it: we’ll assume that everyone

has done the reading. What was the main argument of the reading? What did you learn from it? How would you apply selected concepts? What critique would you offer? Ten minutes is a short time: you must focus on three or four points at most. You should email or give a copy of your speaking notes to Carol Agocs at the end of the class.

Team presentation: 35%

Presentations are scheduled for the last three classes. You should sign up for one of the topics and dates listed on this course outline by emailing your first and second choices to Carol Agocs by January 24. Assignment to teams will be in order of receipt of emails. There will be three or four people on a team. If the roster for your first choice is filled your second choice will be used if possible to assign you to a team.

Each team should prepare a 30 minute presentation on their topic. A discussion and comments by Carol will follow each presentation.

Preparation of your presentation will require each team's members to work together to plan and carry out the necessary research, analysis and presentation. Team members are free to allocate responsibilities for preparation and presentation among themselves, but the team should present a coherent perspective on the topic, not a series of separate presentations. Readings listed on the course outline for your topic and available on OWL will get you started. Credible sources of information including expert commentary, academic research, government documents, journalistic coverage and perhaps information interviews should inform your presentation. Your team presentation should provide an overview of the issue and its significance and your team's analysis and conclusion. If team members have differing points of view these should be explained.

You should plan on meeting after class as necessary to plan your presentation. The cafeteria at City Hall can be used as a meeting place if the Committee Room is not available.

Each presentation will receive a team mark and each individual member will receive this mark. Criteria to be used in marking will be discussed in class. The team should submit their slide deck in the Assignment tab in OWL at least one day prior to your presentation. A week after the presentation the team should submit a one-page report from the team as a whole that briefly summarizes the contribution of each team member to the assignment and comments on the project as a learning experience.

Essay: 5% for proposal (due March 7) and 35% for essay (due April 11)

Your essay, 10 to 12 pages long, should selectively apply concepts from Mintzberg's *Simply Managing* or Siegel's *Leaders in the Shadows*, or both readings, to an analysis of a local government administrative problem, situation or administrator you have observed, are familiar with, or have studied. You could write about the way a person who works in local government approaches their work, or a case example in which staff faced an issue they had to manage. Or you could examine relationships among administrators, or between staff and council or citizens. You could focus on staff in middle or senior management, a CAO, or a staff member or group in an entry level or unionized position. In your essay you should apply selected concepts from Mintzberg and/or Siegel that help you to understand and explain the behaviour you have chosen

to talk about. You may also make use of concepts from other readings or class material but this is not required.

This assignment will be most successful if you start with a question about the case or the person or people you are interested in. Your essay should focus on the question, and be clear, concise and analytical, and should demonstrate your effort to understand and explain the person(s) or situation you have observed by using concepts from the readings as lenses to assist in your analysis. Criteria for marking will be discussed in class.

If you have spent some time thinking about this assignment and you are not sure what to write about or how to approach it, please speak with Carol Agocs after class or make an appointment for a phone conversation.

You are asked to *submit a brief proposal, no more than a page, through OWL on the Assignments tab, summarizing the topic you have chosen for your essay and the concepts you will use for your analysis by March 7.* You will receive feedback intended to help you to develop an excellent essay.

The essay is due by April 11 and should be submitted under the course Assignments tab on OWL. Earlier submissions are welcome but no extensions are possible. Essays submitted after midnight on April 11 will have a penalty of 5% per day deducted from the mark awarded for this assignment. For information on the university's policy on accommodation for medical illness see the Student Services web page.

Required Texts and Other Readings

Required:

David Siegel, *Leaders in the Shadows: The Leadership Qualities of Municipal Chief Administrative Officers*, University of Toronto Press, 2015: available from Western University Bookstore

Required:

Henry Mintzberg, *Simply Managing: What Managers Do – And Can Do Better*, Berrett-Koehler Publishers Inc., 2013. Available as an E-book from Western Libraries, or you can order it as an E-book in PDF format at

<https://www.bkconnection.com/search?utf8=%E2%9C%93&query=simply+managing>

Recommended:

Alliance for Innovation, *The Connected Community: Local Governments as Partners in Citizen Engagement and Community Building*, White Paper (James Svava and Janet Denhardt, Editors), 2010, download free of charge at

<https://icma.org/documents/connected-communities-local-governments-partner-citizen-engagement-and-community-building>

In addition, this course outline lists assigned articles and other readings available on OWL.

Readings are to be completed prior to the class for which they are assigned.

Use of electronic devices in class is permitted for course-related activities and note-taking, but not for texting, social media or other purposes extraneous to class content, because this creates distractions that will interfere with your learning experience and that of others.

Academic integrity is assumed and taken seriously. Clarification of what constitutes a Scholastic Offense under university policy is available at https://www.uwo.ca/univsec/pdf/academic_policies/appeals/scholastic_discipline_grad.pdf

Student Accessibility Services, working with academic programs, provides confidential support for graduate students to ensure accessibility by arranging appropriate accommodations for disability. For more information see <http://sdc.uwo.ca/ssd/>

Schedule of Classes and Readings

January 10 (week 1)

Orientation to the course

Local democracy: possibilities and challenges

Public administration and management: similarities and differences

Reading

Mintzberg, *Simply Managing*, ch 1

Henry Mintzberg, "Managing Government, Governing Management," *Harvard Business Review*, 74(3) May-June 1996, 75-83. (OWL)

January 17 (week 2)

Three Models of Public Administration: Theory and Applications in Local Government

Reading (OWL)

Robert Denhardt and Janet Denhardt, "The New Public Service: Serving Rather than Steering," *Public Administration Review*, Nov/Dec 2000, 60(6), 549-559.

Janet V. Denhardt and Robert B. Denhardt, "The New Public Service Revisited," *Public Administration Review*, Sept/Oct 2015, 664-672.

Carol Agocs, "Ideas Matter: Competing Models of Municipal Public Administration and their Influence on Policy and Implementation of a Toronto Social Program," chapter for a collection of essays in memory of Robert Young edited by Anna Esselment and Cristine De Clercy, to be published by McGill-Queens University Press.

January 24 (week 3)**The Different Worlds of Elected Officials, Staff, Citizens and Stakeholders: How Can They Work Together?**Reading

Siegel, introduction and chapter 1

Peter Constantinou, "Political Acuity and Staff-Council Relations," *Canadian Journal of Local Government*, November 2017 (OWL)

For discussion: "Calgary Council eyes privatizing services" (OWL)

January 31 (class 4)**Citizen Engagement: Public Administration With Communities**Reading: required

John Nalbandian, "Facilitating Community, Enabling Democracy: New Roles for Local Government Managers," *Public Administration Review*, May/June 1999, 59 (3), 187-197. (OWL)

King, Cheryl, Kathryn Feltey and Bridget Susel, "The Question of Participation: Toward Authentic Public Participation in Public Administration," *Public Administration Review*, 1998, 58(4), 317-326. (OWL)

"IAP2 Public Participation Core Values" (OWL)

Reading: recommended

James Svava and Janet Denhardt, "Overview: Citizen Engagement, Why and How?" in Alliance for Innovation, *Connected Communities*, pp. 5-27.

John Clayton Thomas, "Citizen, Customer, Partner: Thinking about Local Governance with and for the Public," Alliance for Innovation, *Connected Communities*, pp. 57-61.

February 7 (class 5)**Structure and Culture of City Hall: Moving Toward Post-bureaucracy?**Reading (continued on page 6)

Mintzberg, *Simply Managing*, chapter 2

Siegel, chapter 4 and conclusion

Kenneth Kernaghan, "The Post-bureaucratic Organization and Public Service Values," *International Review of Administrative Sciences*, 2000, 66, 91—104. (OWL)

For discussion: "Nanaimo Council Rebuilds" (OWL)

February 14 (class 6)

Toward Equity and Inclusiveness in Municipal Services and Employment

Reading

City for All Women Initiative and City of Ottawa, "Advancing Equity and Inclusion: A Guide for Municipalities, June 2015

at <http://www.cawi-ivtf.org/sites/default/files/publications/advancing-equity-inclusion-web.pdf>

Erin Tolley, "Lack of Council Diversity Puts Municipalities at Risk," *Policy Options*, Oct. 2018, 1-5 (OWL)

For discussion: Robert Christmas, "The People Are the Police: Building Trust with Aboriginal Communities in Contemporary Canadian Society," *Canadian Public Administration*, 55(3), Sept. 2012, 451-470 (OWL)

February 21 No Class

February 28 (class 7)

Motivated and Empowered Staff

Reading: required

Siegel, chapter 2 and 3

Mintzberg, chapter 3

Robert Christensen, Laurie Paarlberg and James Perry, "Public Service Motivation Research: Lessons for Practice," *Public Administration Review*, 2017, 77(4), 529-543. (OWL)

Beatriz Garcia-Juan, Ana Escrig-Tena and Vicente Roca-Puig, "Empowerment in the Public Sector: Testing the Influence of Goal Orientation," *Public Personnel Management*, 2018, 1-28 (OWL: Empowerment)

Recommended

Colin Hall and Caitlin Comeau, "Employee Engagement: Driving Engagement from the Middle," Conference Board of Canada Report, Sept 2018 (OWL: Conference Board)

March 7 (class 8)**Public Administration in Small Communities****Guest speaker: Rob Adams, MPA, CAO, Municipality of Grey Highlands**Reading: required

Siegel, chapters 5 and 6

Joe O'Connor, "Small Towns that Refuse to Die", *Financial Post*, January 2, 2019 (OWL)

Case for discussion: Ron Shaw and Matthew Crozier, "Bringing Public Dialog to You: The Business Case for Online Public Engagement," Bang the Table, no date.

March 14 (class 9)**Addressing Wicked Problems: The Test of Citizen-focused Governance**Reading

Mintzberg, chapter 4, 5 and 6

Brian Head and John Alford, "Wicked Problems: Implications for Public Policy and Management," *Administration and Society*, 2015, 47(6), 711—739 (OWL).

For discussion: John Fleming, Report to Planning and Environment Committee, City of London, "Affordable Housing," Oct. 29, 2018 (OWL).

Recommended

Stephen Gaetz et al, "The State of Homelessness in Canada 2016," Canadian Observatory on Homelessness, 2016 (OWL)

March 21 (class 10)**Student Presentations:**

1. Participatory budgeting: Can it be a meaningful vehicle for citizen engagement in local decision-making?

Reading

Marcia Godwin, "Studying Participatory Budgeting: Democratic Innovation or Budgeting Tool?" *State and Local Government Review*, 2018, 50(2), 132-144 (OWL)

City of Toronto, "Local Impact Participatory Budgeting Pilot, Preliminary Evaluation Report," November 2018 (OWL)

2. London's ranked ballot: How did staff deal with the challenge of change? Was the result worth the effort?

Reading

Kyle Edwards, "Was London's Pioneering Ranked-ballot Election a Success?" *MacLeans.ca*, Nov. 19, 2018 (OWL)

Kim Cameron and Jon McNaughtan, "Positive Organizational Change," *Journal of Applied Behavioral Science*, 2014, 50(4), 445-462 (OWL)

March 28 (class 11)**Student Presentations**

1. Sidewalk Labs Toronto: Citizen engagement or exploitation? Who will benefit?

Reading

Susan Crawford, "Why Alphabet's Sidewalk Labs Really Wants to Transform Toronto," *Wired*, Jan. 2, 2019, 13 pp. (OWL: Sidewalk Labs Toronto)

Rosemary Frei, "Plan to Re-imagine Toronto's Waterfront: How Much Does the Public Know About It?" *rabble.ca*, Dec. 6, 2018 (OWL)

2. Performance Management Programs in Local Government: Do they improve organizational performance? From whose perspective? Under what conditions? Who should be Involved?

Reading

Ed Gerrish, "The Impact of Performance Management on Performance in Public Organizations: A Meta-Analysis," *Public Administration Review*, 76(1), 48-66 (OWL)

Amber Wichowsky and Donald P. Moynihan, "Measuring How Administration Shapes Citizenship: A Policy Feedback Perspective on Performance Management," *Public Administration Review*, Sept-Oct 2008, 908-920 (OWL)

Carol Agocs and Emmanuel Brunet-Jailly, "Involving Citizens, Elected Officials and Municipal Staff in Performance Management," *Municipal World*, Nov. 2005, 33-35 and 52 (OWL)

Thomas Plant, "From Measuring to Managing Performance," *Municipal World*, Oct. 2005, 13-15 (OWL)

Thomas Plant and Janine Douglas, "Unlocking the Paradox: Building an Effective Municipal Performance Management System," *Municipal World*, Dec. 2005, 13-16 (OWL)

April 4 (class 12)

1. Student Presentation

Inclusive citizen engagement: How can local governments successfully involve Indigenous residents in governance?

Reading:

Joanne Heritz, "From Self-determination to Service Delivery: Assessing Indigenous Inclusion in Municipal Governance in Canada," *Canadian Public Administration*, 61(4), December 2018, 596-615 (OWL)

Joanne Heritz, "Municipal-Aboriginal Advisory Committees in Four Canadian Cities: 1999-2014," *Canadian Public Administration*, March 2016, 59(1), 134-152 (OWL)

Jill K. Clark, "Designing Public Participation: Managing Problem Settings and Social Equity," *Public Administration Review*, May-June 2018, 362-374 (OWL).

Class Exercise: Toronto's Neighbourhood Action Teams Case

Required Reading

Carol Agocs, "Toronto's Neighbourhood Action Teams Case", 2011 (OWL): prepare to work on the discussion questions at the end of the case in class