

PUBLIC ADMINISTRATION IN RURAL COMMUNITIES (95 625) ***COURSE OUTLINE***

Fall, 2006

UNIVERSITY OF GUELPH

W.J. Caldwell

Course Co-ordinator:

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Generally, I will be on campus Tuesday, Wednesday and Friday. If you need to reach me when I am not on campus I may be reached at the Huron County Department of Planning & Development (generally Monday and Thursday - 519-524-8394 ext. 3 for planning); or at home (519-529-7093). You are welcome to see me at any time when I am on campus, however, you may wish to schedule a meeting in advance. You are encouraged to pursue questions related to the content of seminars during and following each seminar.

Class Time and Location:

Wednesday, 9:30 a.m. to 12:30 p.m. Landscape Architecture Building
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It is proposed that we reserve 2-3 days to be held off campus near Goderich (accommodations and meeting space is tentatively booked at Camp Menesetung for November 2, 3, and 4 - Thursday evening to Saturday evening). These will be interactive days focusing on specific case studies, mini-lectures, guest speakers and field work. It is recognized that some people may have employment commitments and we will work to address related concerns. In light of this we will cancel at least one Wednesday session. The anticipated cost of accommodation is approximately \$40/ person. The camp has cooking and meeting facilities.

Two additional outings (one of which is in Guelph) are scheduled.

Calendar Description

An introduction to the nature and problems of government and administration in the small municipality (less than 25,000). Major topics include: municipal law, capital budget and implementation, public services, infrastructure and personnel management.

PURPOSE OF THE COURSE

The overall purpose of the course is to provide an understanding of the structure, scope of responsibility and functions of public sector administration and government of rural areas and small municipalities. The focus is on public administration as it relates to planning, using the province of Ontario as the main study area.

The course will provide an introduction to the nature and problems of public sector administration and of government of rural regions and small municipalities, particularly as they relate to the issues of planning and development. Topics may include organizational theory, the nature of bureaucracies, evolution and change in rural administration and local government, special purpose bodies, and local government financing.

COURSE OBJECTIVE:

The course has a number of objectives:

- i) to use appropriate “public administration tools” in leading the course
- ii) to introduce graduate students to principles and practices of public administration in the context of organizations, institutions, agencies, local government and governance
- iii) to focus on relevant current issues
- iv) to provide the class with varying perspectives
- v) to consider a number of case studies
- vi) to expose students to planning practice in different settings

Although the course will have an Ontario focus - comments, projects, presentations and examples from other parts of the country, or elsewhere are welcome.

Students are encouraged to pursue their own area of interest/research.

YOUR LEARNING OBJECTIVES:

What are your objectives for this course? Please jot these down in the space below and review them periodically to ensure that the course is meeting your expectations.

LISTING OF SEMINAR TOPICS

1. Introduction to the Course

- Why do you want to take this course?
- What are your Learning Objectives?
- Review and discussion of course outline
- Review your experience and interests
- Identification of alternate/ additional topics

2. Concepts in Public Administration

- How rural Canada is set up to administer itself
- Why is accountability, efficiency, effectiveness, equality and equity important?
- Who do you want to deliver your services – the private or the public sector?
- Local government, Planning, Public Administration and the Public
- Local Services and Service Delivery
- Theories of Public Organization
- Governance

3. Organizations, Management and Public Administration

What is your personal style of management?
 Organization of the Planning Function
 Field Trip

4. Local Government

Introduction to Local Government
 The Evolution of Local Government in Canada
 The Structure of Local Government / Services Finances
 Decision Making and Politics
 The Provincial-Municipal Relationship
 Local Boards and Committees
 Restructuring Local Government and “all” that that entails!
 Ontario’s new Municipal Act

5. Other “public” organizations that serve the rural community

What organizations have you been involved with that serve the community and how have they been structured/administered?
 Types of organizations and their legal basis
 Local and provincial organizations (examples include The Ontario Rural Council, Stewardship Councils and the Federation of Agriculture)

6. Current Issues and Case Studies in Local Government

Why has municipal restructuring and downloading occurred and what are the implications?

7. Organizations in Planning

The Canadian Institute of Planners and The Ontario Professional Planners Institute
 - Administrative Considerations and the Impact on the Profession

8. Public Administration / Local Government Presentations

Presentations re. Course Papers

Note: Final details related to field trips are to be confirmed.

A Weekly Schedule of Topics and Readings is Attached

TEXT BOOKS

Basic Texts (Students should be familiar with both of the following texts. They are recommended but not required. They are available at the book store. If you decide to purchase only one text, this decision may be based on individual interests (Denhardt-theory) (Tindal and Tindal- history and practice). A course manual with selected readings is required.

Denhardt, Robert B. Theories of Public Organization, Fort Worth: Harcourt Brace College Publishers, 3rd edition, 2000. (approx. \$65.00). (some used copies are available at the book store).

Tindal, C.R. and N. Tindal. Local Government in Canada. Toronto: McGraw-Hill Ryerson Ltd. 5th edition, 2000. (approx \$50.00). (some used copies are available at the book store).

Additional readings will be assigned and are listed on a separate handout. The handout also includes a more general listing of relevant materials.

Web sites:

www.amcto.com (Association of Municipal Clerks and Treasurers for Ontario)

www.gov.on.ca (Government of Ontario web site)

www.amo.on.ca (Association of Municipalities of Ontario)

www.smartgrowth.gov.on.ca (Government of Ontario web site re. Smart Growth initiative)

www.planning.org – American Institute of Planners

www.cip-icu.ca/English/home.htm – Canadian Institute of Planners (CIP)

www.ontarioplanners.on.ca/ - Ontario Professional Planners Institute (OPPI)

www.rupri.org/ Rural Policy Research Institute

See School Website for additional relevant contacts

COURSE REQUIREMENTS (*the class will be asked to help finalize due dates, weighting of projects and selection of assignments*)

SUMMARY OF PROPOSED COURSE REQUIREMENTS

Proposed Evaluation	Weight (%)	Due Date
i) Theorist Summary and Role Play	10	varies (start week 3)
ii) Group Project	20	Nov. 8 (based on workshop)
iii) Local Government and Issues	25	Nov. 15
iv) Term Paper- Proposal	--	Oct 18 (suggested)
Term Paper- Completion	35	Friday Dec. 1 (<i>discuss</i>)
Presentations/poster	10	November 22

Individual Learning Contracts: If you wish to pursue course requirements different from those above, there is the opportunity to develop and review these with Wayne.

Assignment 1: Theorist Summary and Role Play: Organization, Management and Administrative Theorists

Working in groups of 2 you will prepare a short (1-2 page) synopsis of the ideas and contributions to organization theory and public administration of one individual or school of thought and include comment on the relevance of the ideas to contemporary society (with examples). “Theorists” you can select range from late nineteenth century and early 20th theorists such as Max Weber and Woodrow Wilson to Peter and Waters In Search of Excellence. Some of these are introduced in the text by Denhardt. You should go beyond Denhardt, however, to place the writer or school in historic (social, political and economic) context and in critiquing the contribution.

Please make sufficient copies for others in class.

These summaries will be presented and discussed in class throughout the term. To facilitate understanding you will be asked to select a current issue and to assume the perspective of your theorist in discussing this issue (focusing on a current issue using these various perspectives) Weight: 10% (starting week 3)

Assignment 2: Group Project- The Goderich Workshop: Developing an Organizational Structure

Please work in groups of 3-4. This requirement is designed to complement our field work in Goderich. You will be asked to develop a structure for a selected organization including the composition of a Board or steering Committee, the reporting structure for staff, assorted administrative considerations and staffing arrangements. You will meet on site with and interview selected managers, Executive Directors or Presidents of these organizations (Organizations selected in the past have included Rural Response for Healthy Children, the Huron Woman's Shelter, the Huron Stewardship Council, the Ausable Bayfield Conservation Authority and the Huron Federation of Agriculture). (Please provide letters of thanks and a copy of your report to these organizations).

You will act as a consultant to an organization that has retained your services to help design "administrative components of their structure." Please prepare a report with a recommendation for the organization that has hired you. It is anticipated that this report will be completed during the field trip. A separate handout will be provided concerning this assignment. (weight- 20%)

Assignment 3: Structures, Functions of Local Government and Issues

It is recommended that this be completed in groups of 2-3. This assignment is intended to get you speaking to municipal folks (staff and/or politicians).

1. For a chosen level of local government (township, village, town, city, county, region), prepare a report on i) the structure and ii) the functions of that level of local government, using a specific case example. Include an organizational chart. Note the relationship between elected officials and local administration, and between local administration and other levels of government.
2. Attend at least one meeting of the council at your chosen level of government. Note the relationship between council members; staff, the public and other levels of government. How do these fit with ideas about organizational culture and behaviour? Note some of the issues being addressed and how they are dealt with. (this should occur the first 2 weeks of October).
3. Carry out and present research on the administrative components of a significant municipal issue. (This may include municipal restructuring, issues related to deteriorating infrastructure, solid waste services and keeping up to the evolving regulatory regime, etc.. Consider process and options your municipality has considered related to the selected issue in the past few years. What has changed and why? What do you find to be short and longer term positive and negative effects of these changes on whom and on what? What are the related Public Administration components.
4. Present a summary version of your report in class.

(If you have a solid working knowledge of local government you may in consultation with the course coordinator substitute an alternative (example Ministry, Department or non-governmental agency) and carry out a similar review.)

Assignment 4 - Term Paper:

Term paper proposal:

A 1-2 page proposal for the paper is recommended. Where possible a student should use the course paper to further specific personal research interests.

Option 1 - (Independent Term Paper)

You are asked to prepare a paper on a relevant topic. This paper may reflect individual areas of interest. The paper shall have a central focus related to public administration. Personal research/ interviews are encouraged. The topic of the paper shall first be reviewed with the instructor.

The paper may take the form of a traditional term paper **or** it may take the form of a diary in which you select a given theme and based on a series of interviews with appropriate readings provide personal reflections, outcomes and perhaps recommendations (as opposed to the traditional referenced paper).

The length of the paper will vary but generally should not exceed 15 pages double spaced. (weight- 35% paper; 10% presentation)

Option 2 - (Group Term Paper)

You may work in groups of 2-3 and prepare a paper on a relevant topic. The paper shall have a central focus related to public administration. Personal research/ interviews are encouraged. In comparison to individual term papers the group paper should tackle a more specific practical issue and involve a stronger emphasis on field work. The topic of the paper shall first be approved by the instructor. The length of the paper will vary but generally should not exceed 20 pages double spaced. (weight- 35% paper; 10% presentation)

Option 3 – Journaling Public Administration in a Selected Municipality

Prior to the end of September select a given municipality or agency. The goal is to monitor “public administration” through municipal or agency activity for the months of October and November. This will be recorded in the form of a journal of personal and professional reflections. You should attend meetings were possible, read local newspapers, communicate with staff etc. You might choose to focus on one significant issue or on municipal/agency activity in general. The journal entries should occur on at least a weekly basis. (weight- 35% paper; 10% presentation)

Presentations/ Poster Sessions (Review)

These Presentations/Poster sessions will reflect either individual or group term papers. You will be given the option of a presentation or a poster session. Diverse approaches to presenting the material is encouraged. The grade will be awarded one-third communication style; one-third content and one-third effectiveness (including time management). You will be asked to evaluate the presentations of fellow students. (weight- 35% paper; 10% presentation)

Weekly Schedule and Assigned Readings

Week #	Topic	Assigned Readings	Further Readings
Week #1 Sept 13	Introduction / Review of Course Outline	Course Outline	
Tues Sept 19 6-9 p.m.	Circle Training (with Kathy Grechuta)	supper provided	
Week #2 Sept 20	Concepts in Public Administration	Denhardt Chapter 1; Hunter; Picherack (p.243-247)	Wilson (1887)
Week #3 Tuesday Sept 26 Evening Confirm	Concepts in Public Administration (continued) (First Theorist Presentation)	Rawson, Grant Denhardt & Denhardt (article in readings manual) Denhardt Chapters 2-7 (selective)	Lucy, LaFramboise (p.325-331) Arnstein
Week # 4 Oct 4	Introduction to Local Government, evolution and structure; Relationship with the province: Restructuring	Tindall, Chapter 1,2, 8 Douglas Cuff parts 1-4 and 6-7 Bedford, 2006	Sharpe Marshall and Douglas Hale ; Tang Tindall, 1999
Field Trip Week # 5 Oct. 11	Local Government in Action: Field Trip Erin Township (confirmed)	Tindall, Ch 5 (p.97-108), 7 Rust-D'Eye Town of Erin Website	Tindall (3,4,5,6) McInnis
Week #6 Oct 18	Organizations, Management Theorist Presentations & discussion	Denhardt (Additional Chapters) Bens, Marc and Farbrother	Clark, Clegg, Cassidy, Baker, Wolfe (p. 14-17) S. Wilson (1982) Davidson & Bowron
Week #7 Oct 25	Local Government Continued	Tindall, Ch 11 Bedford, 2005	Spencer, Hollo Onyschuk
Week #8 Nov. 1 (off campus)	Provincial Organizations: Opportunities and Challenges (TORC, OPPI, OFA)		
Field Trip Nov. 2-4	Local Organizations (non-municipal - CED/ Environment/ Social etc.) The Planner as Manager – Scott Tousaw Your management style Developing an Organizational Structure	Ball; Sequin; Handouts	Caldwell, 1996; Caldwell, 1997 AMCTO Lesson 7 Farrow
Week # 9 Nov. 8	Models of Decision Making- The Policy Making Process and Local Government	Tindall, Ch. 10 AMCTO – Lesson 3 Alexander (Chapter re. Planning policy)	Rocha Denhardt Chapter 6
Week 10 Nov 15	Local Government Presentations	(Finish Tindall)	
Week 11 Nov. 22	Term Paper Presentations		
Week 12 Nov. 29	Cancelled in light of Oct. field trip		

NOTE: Please be familiar with the required reading material. Those items listed under additional reading are for further information. The required readings are in the basic texts or in the course readings.

References for assigned and further reading materials:

- Alexander, Ernest. Approaches to Planning. Gordon and Breach Publishers. New York. 1992 (chapter re. Planning Process).
- AMCTO (Association of Municipal Clerks and Treasurers of Ontario),
Lesson 3- The Policy Making Process
Lesson 7- Personnel Management
- Arnstein, Sherry. "A Ladder of Citizen Participation," Journal of American Institute of Planners, 35 (4), p 216-224. 1969.
- Baker, W. "Power and the Public Service." Canadian Public Administration, 30 (1), 1987.
- Bausfield, John. One Planner's Perspective on Bills 26 and 27. Ontario Planning Journal. March/April, 2004.
- Ball, Ted. "Organizational Transformation." Managing Change, Winter, 1998. (if this is of interest see www.QuantumSolutions.on.ca).
- Bens, Charles. "Performance Measurement for the Public Sector: The Ten Commandments." Municipal World, March, 1999.
- Brody, Samuel, D.Godschalk & A. Burdy. "Mandating Citizen Participation in Plan Making," Journal of the American Planning Association. Volume 69 (3), 2003.
- Caldwell, W. J. "Exploring Approaches to the Administration of a Long-Term Care Facility: The Application of a Community Planning and Development Process." Healthcare Management Forum. 9 (3), 1996.
- Caldwell, W. J. "Rural Community Economic Development: A Model for a Co-operative Arrangement Between Local, Provincial and Federal Authorities." co-authored with C. Leeming, P. Nichol and J. Niesen. in Challenge and Opportunity: Managing Change in Canadian Towns and Villages, Edited by C. Mitchell and F. Dahms. Department of Geography, University of Waterloo, 1997.
- Cassidy, F. "Closed and Open Government: The Public Servant and the Public." Canadian Public Administration, 29 (4), 1986.
- Clark, Dd. "Emerging Paradigms in Organizational Theory and Research." in Lincoln (ed.) Organizational Theory and Inquiry: The Paradigm Revolution, Sage California, 1985.
- Clegg, S. "Organizations and the Modernization of the World" in Modern Organizations: Organization Studies in a Post-Modern World. Sage California, 1990.
- Chronis, Paul. "Planner or Agent/Advocate and the OMB. Ontario Municipal Board. Ontario Planning Journal. Sept/Oct., 2003.
- Cuff, George B. "Governance: The Problem, Principles, Questions and Changes (Part I)." Municipal World, January, 2000.
- Cuff, George B. "10 Basic Principles of Governance (Part II)." Municipal World, February, 2000.
- Cuff, George B. "Governance: Questions to be Asked (Part III)." Municipal World, March, 2000.
- Cuff, George B. "Governance: Its Changing Emphasis (Part IV)." Municipal World, April, 2000.
- Cuff, George B. "How to Identify and Avoid the Landmines (Part VI)." Municipal World, June, 2000.
- Cuff, George B. "A Summary of Best Practices (Part VII)." Municipal World, July, 2000.
- Davidson, Gary and B. Bowron. "Productivity and Intellectual Depreciation." Ontario Planning Journal. 20(3):6-7. 2005
- Denhardt, Robert B. Public Administration, Thomson Wadsworth Publishers, 2003.
- Douglas, David. "The Restructuring of Local Government in Rural Regions: A Rural Development Perspective." Journal of Rural Studies. 21: 231-246. 2005.
- Farrow, John. "Management - In Search of Government Excellence." Plan Canada, November, 1986.
- Hale, Frances. "Are Rural Municipalities Facing a Squeeze?" Municipal World. May, 2001.
- Hollo, William S. Municipal Reorganization: 10 Step Survival Guide. Municipal World, January, 2000.
- Hunter, R. "The Private Sector, Public Sector & Laws of Nature." Canadian Public Administration, 29(2), 1986.
- Grant, Jill. "Rethinking the Public Interest as a Planning Concept." Plan Canada. 45(2): 48-50. 2005

- LaFramboise, H.L. "Conscience and Conformity: The Uncomfortable Bedfellows of Accountability." Canadian Public Administration.
- Lucy, Wm. "Equity and Planning for Local Services." APA Journal, October, 1981.
- Magnussen, W. "The Local State in Canada: Theoretical Perspectives." Canadian Public Administration, 28(4) 1985.
- Marshall, John A. and David Douglas. "The Viability of Canadian Municipalities: Concepts and Measurements." Intergovernmental Committee on Urban and Regional Research. Toronto: ICURR Press, 1997.
- Mathew, Russell. "Local Governance: If It Ain't Broke, Don't Fix It." Plan Canada. 36 (No. 4) , 24-25, 1996.
- Marc, Darcey Lynn and Simon Farbrother. Changing Organizational Culture. Municipal World, October, 2003.
- McInnis, Roda. "The Amalgamation of Toronto: Some of the Lessons Learned." Municipal World, June, 2000.
- Miller, Glenn. New Provincial Government Loses no Time in Making Its Mark. Ontario Planning Journal. Jan/Feb, 2004.
- Ministry of Municipal Affairs and Housing. A Guide to Municipal Restructuring for Counties, Municipalities in Counties, Separated Cities and the North, Government of Ontario, 1999.
- Municipal Act, (Government of Ontario).
- Nicolai, Andrei. The 21st Century is Here – Community Participation and the Role of Local Government. Plan Canada. 41 (1), 2001.
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- Onyschuk, B.S. "Smart Growth in the New Municipal Act." Ontario Planning Journal. Volume 17 (3 and 4). 2002.
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- Rocha, Elizabeth. A Ladder of Empowerment. Journal of Planning Education & Research, 17:31-44. 1997.
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- Seigel, David. "Politics, Politicians and Public Servants in Non- Partisan Local Government, Canadian Public Administration, 37 (1), pp. 7-30.
- Sequin, Francine. The Ethical Dimension in Public Service." Canadian Public Administration, 34 (1), pp. 12-16. 1991.
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