Political Science 223-A1

CITY POLITICS AND GOVERNMENT

Dr. James Lightbody

Fall Session, 2017

The course:

Political Science 223 is primarily intended to introduce students to the general political science of the Canadian city. Essentially we are interested in patterns of power distribution, their filtering through formal political institutions and public policy outcomes. Although drawing lessons from other cultures and political systems, the main emphasis will be on Canada with special reference to developments in the province of Alberta. As time and student interest permit, special attention may be paid to alternative explanations which explore the exercise of power (political economy, or environmental, for example), all of which are introduced in the course texts.

The class will meet for lectures; seminar sessions have not been scheduled.

Policy about course outlines, grading and related matters can be found in Section 23.4 (2) of the University Calendar.

Courtesy Note:

Students are expected to treat their classmates with appropriate respect. Accordingly, handheld electronic devices should be stowed away while you are in the classroom. Laptops and iPads, etc. are welcome but please stay focused on why you are in the classroom.

Evaluation:

The final course grade will be based on four evaluations. Both mid-term examinations will be fifty minutes in length and will be based upon a synthesis of lecture notes, classroom discussions, the attached course reading list and other written works that may be suggested during lectures. The second test will be focused upon the materials covered after the first mid-term. The final examination will cover the entire course presentation and will be one and one-half hours in length. The mid-terms, and the final examination, will be comprised of essay-style questions. The dates of the mid-terms are indicated below.

Mid-term exam marks are an indicator of concrete success on those tests. The final grades will be scaled in alignment with expectations in the Faculty of Arts to reflect students' relative performance in the course.

Sample exam essay question:
The text, *City Politics, Canada* begins with this observation: "At one and the same time, Canadians are citizens of the federal union, of their individual province, of their specific city-region, and of their own distinct neighbourhood community. To each is owed a particular allegiance ..." (p. 23). In what specific ways have these divergent loyalties, rooted in the city’s political culture, worked to limit the capacities of the major Canadian cities as responsive policy-making operations?

**Research report:**

As City Hall is our laboratory, a short research activity will require your attendance at a meeting of the Edmonton City Council. As a substitute, and wisely, some students may instead choose to attend a meeting of their own community’s city, county, town or Aboriginal band. Within a framework provided by the instructor you will be expected to report the proceedings. The length of this assignment should be approximately 1,500 words. It need not be typewritten. It will be assessed on a pass, if submitted, or fail, if not, basis. **It is due on or before the last day of classes and may be submitted at any time.**

**Essay note:**

Some students may choose to submit an essay of no more than 2,500 words in length (about ten, double-spaced, typewritten pages) for either of the term tests. **It will be due on the date of the mid-term examination chosen.** Arrangements for an essay topic should be completed with the instructor very early in the term.

**Note:** This year, 2017, is a local government election year in Alberta. These elections are held regularly every four years, with polling in October on the first Monday after Thanksgiving (this year on 16th October). As some students may be working with a candidate or campaign, and if such is your plight I would encourage you to convert your experience into essay format. I’ve done this myself, professionally. You are welcome to boot the idea around with me as you wish. The regular essay submission deadline applies.

**Grades:**

Distribution of marks will be on the following basis:

<table>
<thead>
<tr>
<th>Component</th>
<th>Percentage</th>
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<tbody>
<tr>
<td>Council report</td>
<td>10 per cent</td>
</tr>
<tr>
<td>Examination I, or essay</td>
<td>25 per cent (23 October)</td>
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<tr>
<td>Examination II, or essay</td>
<td>25 per cent (20 November)</td>
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<tr>
<td>Final examination</td>
<td>40 per cent (20 December @ 1400)</td>
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**Note:** * The final grades in this course will tend to reflect a normal distribution.
* Past final examinations are available through the university’s Exam Registry.
Texts:

The course is based on the lectures. As has been noted, some examination questions may find their inspiration in the recommended readings. These support materials are to be found below in the course outline.

The primary textbook this year will be:


Other useful resource texts are:


I would suggest that you also consider keeping an eye on municipal policy making as covered by what’s left of our local newspapers. While this is not a course in current events, choices taken at City Hall will be used to illustrate, from time to time, the relative validity of certain generalizations we will be considering in the classroom. Be very cautious when consulting the various forms of social media for, as you know by now, while some are solid others swim in the backwaters and eddies at the shallow end of the lake.

My office:

This is attractively located in the H.M. Tory Building, Room 11-22. I am normally available in my office for the hour before and after this class for student consultation. Moreover, you are welcome to come by at any time the office door is ajar to discuss matters relating to this course, or to city politics generally. Appointments for a specific date and time can usually be arranged. Messages may be left at the Political Science department’s general office in H.M. Tory 10-16 (or, by phone, at 492-3555). The E-mail address is: jim.lightbody@ualberta.ca

For your own protection, I would prefer that any course assignments not given to me personally be left at the department office. By the way, as a general rule in university, you should always keep a back-up copy of your work.

Late penalties:

It is your responsibility to inform the instructor should it become clear that you will miss an examination. If you do not explain your absence in advance and why you did not advise the instructor, and if your subsequent reasons for being absent prove not to be satisfactory the penalty is a grade of zero for the work missed. Essay deadlines are similarly enforced.
Plagiarism and academic dishonesty:

The University of Alberta is committed to the highest standards of academic integrity and honesty. Students are expected to be familiar with these standards regarding academic honesty and to uphold the policies of the University in this respect. Students are particularly urged to familiarize themselves with the provisions of the Code of Student Behaviour (online at www.ualberta.ca/secretariat/appeals.htm) and avoid any behaviour which could potentially result in suspicions of cheating, plagiarism, misrepresentation of facts and/or participation in an offence. Academic dishonesty is a serious offence and can result in suspension or expulsion from the University. An important excerpt from the Code of Student Behaviour is appended at the end of this syllabus.

Legal notice:

Audio or video recording, digital or otherwise, of lectures, labs, seminars or any other teaching environment by students is allowed only with the prior written consent of the content author(s) or as a part of an approved accommodation plan. Student or instructor content, digital or otherwise, created and/or used within the context of the course is to be used solely for personal study, and is not to be used or distributed for any other purpose without prior written consent from the content author(s).

COURSE OUTLINE OF TOPICS AND READINGS

The course, City Politics and Government, will be presented in three parts, each of which is divided into four topic areas. An examination will follow each Part, and the final examination is based on the entire term’s work.

Part I: An Introduction to Canadian City Politics

1. Why study city politics?
2. The city’s policy making process
3. Urban political culture
4. Elections and voters

Part II: The Politics of City Governing

1. History of Canadian city government
2. Policy communities, interest groups and lobbying
3. Political parties; the idea of local nonpartisanship
4. Relations among governments

Part III: Regional, Metropolitan and Internal Governing Issues
1. Issues in regional governing  
2. Theoretical questions about metropolitan institutions  
3. Politics in city-regional government reform  
4. The internal organization of city government

**Part I: An Introduction to Canadian City Politics**

The study of political behaviour in the city has been of considerable interest to social scientists for the knowledge gleaned about patterns of political activity among citizens. We will devote some time, initially, to the evolution of the political science of the city, to the lessons learned and promulgated, to the institutional forms which resulted from the various periods of attention. We will consider, through the systematic study of the politics of urban life, and their underlying political culture, how public policy choices are affected. In particular, we will explore the dominant ‘ethos’ or public ideology which appears to have emerged during each of the three major municipal reform periods in Canada – and the policy results.

Of special interest will be electoral behaviour, essentially who is likely to vote and why, and what policy consequences most probably result from this. Methods of direct citizen participation will also be examined. In the final section of Part I we will explore how municipal elections are organized and, again, the institutionalization of power within urban political systems; in short, whose ox is gored, for what reasons, when?

A mid-term examination will follow this Part I of the course.

**Part I Readings:**


Part II: The Politics of City Governing

In this part of the course we will take a brief survey of important historic developments in Canadian local government institutions, trying in the process to learn why certain forms emerged and others turned out to be less successful experiments. The lessons of the approaches taken by dominant groups learned in Part I will be applied in this analysis.

We will also begin to look at how individuals have organized their political activities. What kinds of political parties, policy communities and pressure groups tend to appear? Whose values do they reflect? Which are usually the more successful? How might 'success' be defined? What special role is assigned to the media at the local level? Is partisanship (that is, overtly aligning yourself with a political party or movement) above board and easily visible in Canadian cities? Where they have existed, what kinds of parties have been the more successful in urban political life over the years? Or, is the dominant view more that municipal politics should be no more political than deciding upon the best means to cart out the garbage?

Lastly, we will spend some time with a discussion of how the various levels of government in Canada have adjusted to the social and economic pressures if urbanization both internally and globally. Given that Canadian society is politically organized as three tiers of varying authority and differing responsibilities, what pressures have arisen from time to time? What are the recurrent themes and issues? What institutional arrangements have made the entire apparatus operational?

A second mid-term examination, essentially based on the materials covered since the first test, will follow the completion of Part II.

Part II Readings:

The discussion in City Politics, Canada sets out the groundwork for our considerations in this part of the course. Note the discussion in chapter 4, "The development of locally accountable organizations," pp. 135-174. The historic foundation for the cities' current positioning extends back to the 1970s when the Canadian Federation of Mayors and Municipalities based their lobbying on a position paper arguing for greater municipal access to untied funding. For the context of these efforts look at chapter 9, "Relations among governments," pp. 341-376. Canada's major cities have long lobbied for a more secure fiscal footing: you can see, first-hand, their current initiative at www.canadascities.ca/news.htm. You may also wish to consult directly a compilation of recent data on the fiscal situation of western Canadian cities at www.cwf.ca.

As further background reading for the topics concerning organized patterns of citizen involvement in this section, you should look in City Politics, Canada, at chapter 6, "Political parties and theories of local non-partisanship," pp. 223-262; chapter 7,
"Interests and lobbying at City Hall," pp. 263-302; and, chapter 8, "Social movements, leadership, and the policy agenda," pp. 303-338.


**Part III: Regional, Metropolitan and Internal Government Issues**

Some form of area-wide government which could be super-imposed over existing municipalities was the initial provincial response in the larger provinces to the pressures associated with post-war Canadian urbanization. This action has sometimes been called 'systemic' reform. We will look generally at the nature of regional government, and specifically at the metropolitan, two-tier, form which, in a fashion, set the stage for the unitary governing upsurge in the 1990s. As time permits, there will also be an examination of the policy interests which have consistently exerted formal pressure during periods of metropolitan reorganization. We may also consider the particular case of the Edmonton region’s pathetic struggle to adapt institutions to govern its urban sprawl more effectively.

At the end of the day, formal local institutions do structure political choice. In the last part of the course, I will discuss the forms of city government, their advantages and drawbacks. Specific formats (for instance, city management) reflect a particular point of view about the nature of Canadian cities and may be seen to work to the advantage of specific interests in our communities. From time to time Edmonton will be employed as a case in point. As well, we will take a moment to consider how and why provincial governments consistently strive to guide, control and regulate their municipal institutions.

The conclusion of the course will re-emphasize my understanding, which will have been repeated throughout the course, that all forms of governmental organization represent “a mobilization of bias,” and that some forms of conflict may be organized into political relevance while others are organized out.

**Part III Readings:**


The very practical consequences of having multiple municipalities within a single census metropolitan area are also presented in James Lightbody, “Canada’s Seraglio

Further historical reference from a different perspective to my own is to be found in the Tindal, Tindal and friends' chapter 5, "Understanding Local Government Restructuring," pp. 113-141. A conventional defense of suburban councils' views about city institutional consolidation is to be found in Andrew Sancton, Merger Mania: The Assault on Local Government (Montréal: McGill-Queen's University Press, 2001).

Finally, note City Politics, Canada, chapter 4, "The development of locally accountable organizations," pp. 141-174, where the essential knowledge on municipal administration is presented. Reasonably comparable material can be discovered in the Tindals and friends' chapter 8, "Municipal Governing Structures," pp. 224-267. This material will also be covered during class lectures.

The final examination, covering all materials considered above, will follow the end of Political Science 223 and will be held during the regular university examination period.
Amendments to the Code of Student Behaviour occur throughout the year. For the most recent version of the Code, visit http://www.governance.ualberta.ca/

NOTICE TO INSTRUCTORS REGARDING PLAGIARISM, CHEATING, MISREPRESENTATION OF FACTS
AND PARTICIPATION IN AN OFFENCE

The U of A considers plagiarism, cheating, misrepresentation of facts and participation in an offence to be serious academic offences. Plagiarism, cheating, misrepresentation of facts and participation in an offence can be avoided if students are told what these offences are and if possible sanctions are made clear at the outset. Instructors should understand that the principles embodied in the Code are essential to our academic purpose. For this reason, instructors will be fully supported by Departments, Faculties and the University in their endeavours to rightfully discover and pursue cases of academic dishonesty in accordance with the Code.

At the beginning of each term, we ask you to review with your students the definitions of plagiarism and cheating. We are now also asking you to review with your students the definition of Misrepresentation of Facts and Participation in an Offence. Your co-operation and assistance in this matter are much appreciated.

30.3.2(1) Plagiarism

No Student shall submit the words, ideas, images or data of another person as the Student’s own in any academic writing, essay, thesis, project, assignment, presentation or poster in a course or program of study.

30.3.2(2) Cheating

30.3.2(2)a No Student shall in the course of an examination or other similar activity, obtain or attempt to obtain information from another Student or other unauthorized source, give or attempt to give information to another Student, or use, attempt to use or possess for the purposes of use any unauthorized material.

30.3.2(2)b No Student shall represent or attempt to represent him or herself as another or have or attempt to have himself or herself represented by another in the taking of an examination, preparation of a paper or other similar activity. See also misrepresentation in 30.3.6(4).

Cheating (Continued)

30.3.2(2)c No Student shall represent another’s substantial editorial or compositional assistance on an assignment as the Student’s own work.

30.3.2(2)d No Student shall submit in any course or program of study, without the written approval of the course Instructor, all or a substantial portion of any academic writing, essay, thesis, research report, project, assignment, presentation or poster for which credit has previously been obtained by the Student or which has been or is being submitted by the Student in another course or program of study in the University or elsewhere.

30.3.2(2)e No Student shall submit in any course or program of study any academic writing, essay, thesis, report, project, assignment, presentation or poster containing a statement of fact known by the Student to be false or a reference to a source the Student knows to contain fabricated claims (unless acknowledged by the Student), or a fabricated reference to a source.

30.3.6(4) Misrepresentation of Facts

No Student shall misrepresent pertinent facts to any member of the University community for the purpose of obtaining academic or other advantage. This includes such acts as the failure to provide pertinent information on an application for admission or the altering of an educational document/transcript.

30.3.6(5) Participation in an Offence

No Student shall counsel or encourage or knowingly aid or assist, directly or indirectly, another person in the commission of any offence under this Code.

More information can be found at: http://www.osja.ualberta.ca/en.aspx
Excerpts from the Code of Student Behaviour
For Review with Each Class at the Beginning of Every Term

Procedures for Instructors Regarding

Plagiarism, Cheating.

Misrepresentation of Facts and Participation in an Offence

The following procedures are drawn from the Code of Student Behaviour as approved by GFC and the Board of Governors. The guidelines summarize what instructors must do when they have reason to believe that a student has plagiarized, cheated, misrepresented facts or participated in an offence. If you have questions about these guidelines, or about the policies, please talk with the senior administrator in your Faculty responsible for dealing with student discipline—usually an Associate Dean—or the Appeals and Compliance Officer (Appeals Coordinator), University Governance (2-2655).

30.5.4 Procedures for Instructors in Cases Respecting Inappropriate Academic Behaviour

30.5.4(1) When an Instructor believes that a Student may have committed an Inappropriate Academic Behaviour Offence [30.3.2] or that there has been Misrepresentation of Facts [30.3.6(4)] or Participation in an Offence [30.3.6(5)] in cases respecting Inappropriate Academic Behaviour in the course that he or she instructs, the Instructor will meet with the Student. Before such a meeting, the Instructor shall inform the Student of the purpose of the meeting. In the event that the Student refuses or fails to meet with the Instructor within a reasonable period of time specified by the Instructor, the Instructor shall, taking into account the available information, decide whether a report to the Dean is warranted.

30.5.4(2) If the Instructor believes there has been a violation of the Code, the Instructor shall, as soon as possible after the event occurred, report that violation to the Dean and provide a written statement of the details of the case. The instructor may also include a recommendation for sanction.

Possible Sanctions

One or more of the following sanctions given in 30.4.3 (2) and (3) of the Code are commonly used for plagiarism, cheating, participation in an offence, and misrepresentation of facts:

30.4.3(2) a.i. a mark reduction or a mark of 0 on any term work or examination for reason of Inappropriate Academic Behaviour
30.4.3(2) a.ii. Reduction of a grade in a course
30.4.3(2) a.iii. a grade of F for a course
30.4.3(2) a.iv. a remark on a transcript of 8 (or 9 for failing graduate student grades), indicating Inappropriate Academic Behaviour, in addition to 30.4.3(2)a.i, 30.4.3(2)a.ii or 30.4.3(2)a.iii
30.4.3(3) b. Expulsion
30.4.3(3) c. Suspension

The following sanctions may be used in rare cases:

30.4.3(3) e. Suspension of a Degree already awarded
30.4.3(3) f. Rescission of a Degree already awarded

30.6.1 Initiation of an Appeal

30.6.1(1) When a Student has been found to have committed an offence under the Code of Student Behaviour or an Applicant is found to have committed an offence under the Code of Applicant Behaviour, whether or not that Student or Applicant has been given a sanction, the Student or Applicant may appeal that decision, except in the case of a decision of the Discipline Officer under 30.5.6(2)e,ii, which remains final and is not subject to appeal. In cases where a severe sanction has been recommended to the Discipline Officer, once the student receives the final decision of the Discipline Officer, the student can appeal the decisions of both Dean and the Discipline Officer at the same time. The written appeal must be presented to the Appeals Coordinator in University Governance within 15 Working Days of the deemed receipt of the decision by the Student or Applicant. The finding that an offence has been committed, the sanction imposed or both may form the basis of appeal. The written appeal must also state the full grounds of appeal and be signed by the Appellant. The appeal shall be heard by the UAB.

Professor Steven Penney
Chair, Campus Law Review Committee

Dr Steven Dew
Provost and Vice-President (Academic)

* The Campus Law Review Committee is a standing committee of General Faculties Council (GFC) responsible for the review of the Code of Student Behaviour and of student disciplinary procedures.

Updated: 27/08/2015

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