

Public Administration 784
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HSS 129
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Spring 2006
Syllabus
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Intergovernmental Relations

Course Description and Objectives

This is a course about the challenges of, and strategies for, governance and administration in an institutional environment of fragmented authority and dispersed power. In Madison's uniquely constituted "compound republic", "the power surrendered by the people is first divided between two distinct governments, and then the portion allotted to each subdivided among distinct and separate departments. Hence a double security arises to the rights of the people. The different governments will control each other at the same time that each will be controlled by itself" (Federalist #51). This delicate balance of shared powers between the layers and institutions of government poses considerable challenges to policymakers and administrators.

In this course, we will consider two dimensions of intergovernmental relations: the vertical dimension in which states, local governments, and the national government cooperate, coordinate, and compete for shares of power, and the horizontal dimension in which sub-governments interact with one another. Accordingly, this class will examine the structure of American political institutions, the nature of complex policymaking, governance by networks, and the consequences of competition between governments.

This course proceeds as follows: We will begin by examining the constitutional foundations of American intergovernmental relations and the role of the federal courts in mediating disputes between governments. From there, we turn to a broad consideration of federalism by looking at models of federalism, the history of American federalism, the use of federal mandates and preemptions, and fiscal federalism. Next, we turn to a consideration of horizontal federalism by exploring the interaction and competition between sub-governments, the consequences of institutional fragmentation, and the emerging role (in the past three decades) of governmental interest groups. Lastly, we explore the dynamics of American intergovernmental relations through the lens of five policy issues: tribal relations, education policy, emergency response, social services, and economic development.

The ultimate success of this course depends on the participation and engagement of seminar participants. As such, students are expected to come to class prepared to discuss the broad literature assigned for discussion. Though the reading list is somewhat extensive, because there will be no "lecture" for the course, it is imperative that seminar participants be prepared to critically engage these readings.

Course Requirements and Grading:

- 50% Seminar Paper.** This 15-20 page case study research paper is due on May 22nd.
- 40% Critical Response Papers.** Students will write TWO critical response papers engaging the central arguments, assumptions, evidence, and analysis present in the week's readings. Students will be able to choose which weeks to cover from the March 6th class onward.
- 10% Seminar Facilitation.** In groups of two or three, students are expected to lead discussion for one seminar meeting. Students will choose which week to cover during the second class meeting. Guidelines for seminar facilitation follow the calendar in the syllabus.

Required Readings:

Books Available for Purchase at the San Francisco State bookstore:

O'Toole, Laurence J., ed. 2000. *American Intergovernmental Relations*. CQ Press.

Walker, David B. 2000. *The Rebirth of Federalism*. Chatham House.

Public Administration 784 Course Reader

Calendar

Week 1 **January 30th** **Introduction to Intergovernmental Relations**

Readings:

There are no readings scheduled for this class meeting.

Week 2 **February 6th** **The Constitution and the Court in Intergovernmental Relations**

Readings:

O'Toole, pgs. 37-54

The Constitution of the United States (Reader).

Federalist Papers #9, 10, 45, 51 (Reader).

Donahue, "Disunited States: America's Endless Argument" (Reader).

Wise, "The Supreme Court's New Constitutional Federalism" (Reader).

Fruehwald, "The Rehnquist Court and Horizontal Federalism" (Reader).

Clayton and Pickerill, "Guess What Happened on the Way to Revolution" (Reader).

Federalism and Intergovernmental Relations

Week 3 **February 13th** **Models and Theories of American Federalism**

Readings:

Walker, pgs. 1-35

O'Toole, pgs. 55-96

Nivola, "Why Federalism Matters" (Reader).

Peterson, "The Price of Federalism" (Reader).

Agranoff and McGuire, "Another Look at Bargaining and Negotiation" (Reader).

Week 4 **February 20th** **Class Cancelled Due to APSA Conference**

Readings:

There are no readings scheduled for this class meeting.

Week 5 **February 27th** **The Evolution of American Federalism**

Readings:

O'Toole, pgs. 1-36.

Walker, pgs. 39-171.

Krane and Koenig, "The State of American Federalism" (Reader).

Kincaid and Cole, "Public Opinion on Issues of US Federalism in 2005" (Reader).

Week 6 **March 6th** **Mandates and Preemptions**
Readings:
O'Toole, pgs. 143-151 and 285-313
Nivola, "Last Rights for States Rights" (Reader).
Nivola, "Fiscal Millstones on the Cities" (Reader).
NCSL, "Mandate Monitor" (Reader).

Week 7 **March 13th** **Fiscal Federalism**
Readings:
O'Toole, pgs. 175-187 and 255-268
Walker, pgs. 212-259
Lyon, "From Home Rule to Fiscal Rule" (Reader).
Kelly, "The Perils of Property Tax" (Reader).
Stonecash, "The Politics of State-Local Fiscal Relations" (Reader).
Rivlin, "Another State Fiscal Crisis" (Reader).

Horizontal Federalism and Intergovernmental Relations

Week 8 **March 20th** **Horizontal Intergovernmental Relations**
Readings:
Donahue, "Disunited States: The National Commons" (Reader).
Peterson, "City Limits" (Reader).
Brueckner, "Welfare Reform and Interstate Competition" (Reader).
Bowman, "Horizontal Federalism" (Reader).
Lacy, "A Curious Paradox of the Red States and Blue States" (Reader).
Derthick, "Keeping the Compound Republic" (Reader).

Week 9 **March 27th** **Fragmentation and Regionalism**
Readings:
Lewis, "Deep Roots: Local Government Structure in California" (Reader).
Misczynski, "A Brief History of Regional Governance in California" (Reader).
Barbour and Teitz, "A Framework for Regional Decision-Making" (Reader).
Speakers' Commission, "Making Government Make Sense" (Reader).

Week 10 **April 3rd** **Spring Break**
Readings:
There are no readings scheduled for this class meeting.

Week 11 **April 10th** **Governments as Interest Groups**
Readings:
O'Toole, pgs. 108-142.

Policy Issues and Intergovernmental Relations

- Week 12** **April 17th** **States and Tribal Relations**
Readings:
 Kalt and Singer, “Myth and Realities of Tribal Sovereignty” (Reader).
- Week 13** **April 24th** **Education Policy**
Readings:
 DiLeo, “The State-Local Partnership in Education” (Reader).
 McGuinn, “The National Schoolmarm” (Reader).
 Harvard Law Review Note, “No Child Left Behind” (Reader).
 Timar, “You Can’t Always Get What You Want” (Reader).
- Week 14** **May 1st** **Emergency Response and Intergovernmental Relations**
Readings:
 Cohen, Eimicke, Horan, “Catastrophe and the Public Service” (Reader).
 Wise and Nader, “Organizing the Federal System for Homeland Security” (Reader).
 Kincaid and Cole, “Issues of Federalism in Response to Terrorism” (Reader).
- Week 15** **May 8th** **Social Services**
Readings:
 Urban Institute, “Assessing the New Federalism” (Reader).
 Nivola, Noyes, and Sawhill, “Wave of the Future?” (Reader).
 Gais and Weaver, “State Policy Choices Under Welfare Reform” (Reader).
 Waller, “Block Grants: Flexibility vs. Stability” (Reader).
- Week 16** **May 15th** **Economic Development**
Readings:
 O’Toole, pgs. 217-228.
 Donahue, “The Courtship of Capital” (Reader).
 Donahue, “Commonwealth and Competition” (Reader).
 Eisinger, “Partners for Growth” (Reader).
 Lewis and Barbour, “California Cities and the Local Sales Tax” (Reader).
 Burstein and Rolnick, “Congress Should End the Economic War” (Reader).
 “Hellerstein, Commerce Clause Restraints on State Tax Incentives” (Reader).

Seminar Facilitation Guidelines

Your assignment is to LEAD a discussion, not to present a summary of the text(s) and main arguments. Presenters who simply summarize the book will be halted (mid-word, if necessary) and requested to ask questions!

Option 1: Prepare a series of questions that help drive the class through the text.

Option 2: Plan a class activity that facilitates discussion of the text, then work through questions.

Look for themes and main points. Focus your questions on these. Try to make your initial questions specific, with answers that can be found in the texts. Try to avoid very open-ended questions, such as “What do you think of...” Avoid “giving” the class the answer or the main argument. Encourage your classmates to do the thinking for you. Work from the more specific to the more general and conceptual. Before you ask whether the class finds something useful or valid, make sure they understand what it is that is under discussion.

(Adapted from Dr. Nicole Watts, Ph.D.)

Class Policies

Americans with Disabilities Act (ADA) Accommodation:

This university is committed to providing reasonable accommodation to students with disabilities. The Disability Resource Center (338-2472) provides university academic support services and specialized assistance to students with disabilities. Individuals with physical, perceptual, or learning disabilities as addressed by the ADA should contact the resource center for information and make a formal request for accommodation through that office.

Make-up Examinations, Late Papers, and Incomplete Work

No make-up examinations will be permitted except in case of documented emergency. Late papers will be docked a letter grade per day late.

Incompletes will only be assigned for compelling reasons to those students who have completed at least two-thirds of the required course work at a passing level. Requests must be made in writing on the official request forms.

Academic Misconduct

Cheating and plagiarism are contrary to the mission of the university and are never tolerated. Students who display inappropriate conduct, including cheating and plagiarism, may be subject to disciplinary action as provided in Title 5, California Code of Regulations. Any student may be expelled, suspended, placed on probation, or given a lesser sanction for discipline problems. The Student Discipline Officer, housed in the Dean of Students Office, is responsible for administering the Student Disciplinary Procedures for the California State University and should be contacted for further information. A statement on plagiarism, provided by the SUNY Stony Brook Economics Department and courtesy of Professor Francis Neely, is below for informational purposes.

Changes to the Syllabus

The schedule and procedures for this course are subject to change in the event of extenuating circumstances. Any changes will be announced in class. If you are absent, be sure to obtain both notes and class announcement information from a fellow student.

Class Discussions

The success of this class depends upon student participation. Classes are far more interesting when everyone feels comfortable in participating. You are expected to treat each other with respect and civility. Disagreements

and animated discussions are expected and even encouraged. Students are expected to assist in maintaining a classroom environment that is conducive to learning. In order to assure that all students have the opportunity to gain from time spent in class. Please arrive at class on time, be aware of your own participation and choices of expression.

A Statement on Plagiarism

Plagiarism is the most common form of academic dishonesty. The following passage, taken from Richard M. Eastman's book entitled *Style*, provides a cogent definition of plagiarism:

(P)lagiarism is the offering of someone else's words, pictures, data, ideas, and even conceptions as if they were one's own. Writers are indeed encouraged to draw upon the information and wisdom of others, but in the spirit of intellectual inquiry they are expected to state such indebtedness so that (a) their own creativity can be justly appreciated and (b) their use of sources, like a scientist's experiment, can be verified by others. Plagiarism differs from this productive use of sources in that the similarity of the original to the borrowing is very close; it is acknowledged imperfectly or not at all; and it shows little or no creative application by the borrower.

Plagiarism is a prime intellectual offense in that the borrower is faking discovery process. No community of writers and readers can thrive if its members counterfeit their achievements, deceive their critics, and take unfair competitive advantage of others. (Pages 270-1 of *Style* by Richard M. Eastman. New York: Oxford University Press, 1984).

Plagiarism comes in many forms which include (but are not necessarily limited to) the following:

1. Copying verbatim another person's written words without proper acknowledgment. In the case of a direct quote, "proper acknowledgment" entails placing quotation marks around the passage or (in the case of an extended passage) indenting the quotation.
2. Paraphrasing another person's written words without proper acknowledgment. Rephrasing the words does not remove the writer's obligation to indicate clearly that the material belongs to someone else.
3. Quoting or paraphrasing words that were found in a secondary source as if they were found in a primary source. Suppose, for example, that another author uses a quotation from Alfred Marshall that you would like to use in your paper. You may not present the quotation in a manner that will lead readers to believe that you found it by reading Marshall. Instead, you should say, "As so-and-so (19xx) observed, Alfred Marshall made the following statement about this issue:..."

Note: The points made in items 1-3 apply to the use of diagrams, tables, and statistics as well as words.

4. Failing to acknowledge editorial assistance that substantially improves the style and/or quality of your writing. If someone merely points out errors in grammar or punctuation in your writing, or awkward passages, or gives comments about the overall structure of the paper, which you then rewrite, it is not necessary to acknowledge their assistance, although courtesy should lead you to acknowledge substantial helpful editorial comments by colleagues. However, if your writing has been edited or rewritten by someone else in such a way that the style and quality no longer reflect your writing ability, you must acknowledge that editorial assistance was received.

5. Presenting an idea, model, derivation, proof, etc. that other researchers have developed or with which you received substantial assistance without proper acknowledgment. Plagiarism is not limited to the use of other people's words, but it includes the improper use of ideas and methodologies as well. If you choose to present someone else's model in your written work (for example), you must indicate that the model did not originate

with you. If an important idea, proof, etc. was given to you by someone else, you must acknowledge the help that you received.

An exception to this point occurs when the model is so widely used and so well-known that it could not possibly be mistaken by the reader as your own (e.g., basic supply and demand models, or the use of ordinary least squares).

6. "Double submission" of papers. Students may not submit the same paper for credit in more than one course without the explicit permission of all instructors who will be evaluating the work.

Note that these rules apply to all written work that you circulate. Also, even starting with the first drafts given to your thesis advisor, you should work at making the appropriate acknowledgments and discuss any uncertain points with your advisor.

(This description of plagiarism is from the Statement on Academic Honesty, found on the SUNY Stony Brook Economics Department's web pages: <http://ws.cc.stonybrook.edu/economics/instruct/grad/honesty.html>.

Another explanation of plagiarism can be found at the following SFSU site:

<http://online.sfsu.edu/~rone/StudentHelp/Plagiarism.html>).