

PADP 8550: Intergovernmental Relations

Department of Public Administration and Policy
School of Public & International Affairs
University of Georgia
Fall 2018

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Class Time: Wednesdays, 6:50 PM – 9:50 PM
Location: Miller Learning Center (MLC) 251

Office Hours: Tuesdays, 1:30 – 3:00 PM, and by appointment

“[A] system of government organized on principles of separation of powers with checks and balances implies a sharing of power among independent decision structures...In a society that works under such contingencies, it is more appropriate to presume that policies emerge from the interaction of multiple centers of authority than to presume that they are made by some single center of ultimate authority...Government in a democratic society, then, is not simply a matter of command and control but of providing multiple structures that have reference to diverse methods of problem solving.”

Vincent Ostrom (1991, 16-17),
The Meaning of American Federalism: Constituting a Self-Governing Society

Course Description

Complex public problems draw in the involvement of a wide range of governmental and nongovernmental organizations. Historically, federal, state and local governments engaged in intergovernmental relations for policy design, funding, and implementation. Now, beyond intergovernmental relationships, government agencies increasingly rely on collaborative relationships with private and non-profit organizations to deliver services to the public. In short, we operate in an age of *governance*. Because of this, students of public administration must be aware of how public problem solving occurs in an intergovernmental, multi-sector context. This class prepares students for intergovernmental relations, intergovernmental management, and collaborative public management. Topics covered include the design of the U.S. federal system, collaborative management competencies and teamwork skills, and the design and evaluation of intergovernmental programs.

Our learning environment will emphasize engagement with the readings, reflection and discussion, and application to policy and management problems. Students should come to class with the assigned reading completed. Our first hour of class will focus attention on key concepts and their implications for management in public organizations. Later in each class meeting, our attention will shift to the application of concepts. Examples discussed in class will range from the local to the global and will include a wide range of governmental and nongovernmental actors. The reading and application examples will illustrate the wide

relevance of intergovernmental relations and collaborative public management for today's public administration student.

Objectives

- ✓ Students will be able to define *intergovernmental relations*, *intergovernmental management*, and *collaborative public management*, and explain the relevance of these activities for public service organizations.
- ✓ Students will identify collaborative management competencies and develop plans to foster and develop collaborative competencies in their own work.
- ✓ Students will apply concepts from the fields of governance, intergovernmental relations, collaborative public management, and network management to analyze and prescribe action in application problems.
- ✓ Students will develop their graduate-level writing skills through short policy memos and an in-depth case study for in-class presentation.

Integration with MPA Program Competencies

Each week, the instructor will review an agenda for class and discuss how content relates to broader goals and competencies central to the MPA curriculum at the University of Georgia. Students must take great care to think about how content from classes across the curriculum supports and reinforces our five program competencies. Here are some examples of how this class will advance our consideration of the MPA program competencies.

- ***To Lead and Manage in Public Governance:*** Students will be introduced to management practices common to intergovernmental and collaborative context to prepare them to manage in multi-sector networks and intergovernmental programs.
- ***The Public Policy Process:*** Students will identify how the federal system may thwart or facilitate the diffusion of policy and pursuit of policy goals, while learning from examples of successful intergovernmental program design.
- ***Analyze/Synthesize to Solve Problems and Make Decisions:*** Students will be introduced to network analysis techniques to think about organizational interdependence.
- ***The Public Service Perspective:*** Students will reflect upon federalism as a governing principle that shapes our expectations for governance in the United States. Students will also be introduced to the notion of *subsidiarity*, and its consequence for governance discussions around the globe.
- ***Communicating with a Diverse Workforce and Citizenry:*** Students will analyze how federalism and intergovernmental design can be responsive to the needs of a diverse citizenry, while also reviewing examples of success and failure in this area.

Books

Emerson, Kirk and Tina Nabatchi. 2015. *Collaborative governance regimes*. Washington, DC: Georgetown University Press. ISBN: 978-1-62616-253-2

O'Toole, Laurence J, Jr., and Robert K. Christensen. 2013. *American Intergovernmental Relations: Foundations, Perspectives and Issues*, 5th edition. Thousand Oaks, CA: Sage Publications. ISBN: 9781452226293

Stenberg, Carl W. and David K. Hamilton, eds. 2018. *Intergovernmental Relations in Transition: Reflections and Directions*. New York: Routledge. ISBN: 978-0-8153-9643-7

Electronic Resources

In addition to the required textbooks, additional reading will be made available through the e-Learning Commons. Students can access online information about our class at <http://elc.uga.edu>. Graduate students should become familiar with searching for journal articles and books using the library's holdings and electronic databases. Many journals are free to you through your status as a student at the University of Georgia, and you should make use of these resources!

Grading and Assignments

Assignments will be evaluated using a point system, with 100 points possible for the class. Note, the grade "A" indicates "outstanding" achievement. The following scale will be used to assign letter grades in this class:

100 – 94 points	A	86.9 – 83 points	B	75.9 – 70 points	C
93.9 – 90 points	A-	82.9 – 80 points	B-	69.9 – 60 points	D
89.9 – 87 points	B+	79.9 – 76 points	C+	59.9 – 0 points	F

<u>Assignment</u>	<u>Points</u>	<u>Deadline</u>
Policy & Management Memo #1	10	September 12
Policy & Management Memo #2	20	October 3
Policy & Management Memo #3	20	October 24
IGR/IGM Case Study	30	November 14
Final Exam	20	December 12

Policy & Management Memos

Three policy & management memos will be the primary assignment for evaluating student performance. The memo deadlines are listed in the box above. The memo must be submitted to the instructor as a printed hard-copy in class on the due date. For each memo assignment, you will receive a detailed assignment sheet that asks you to reflect upon a set of primary source documents in addition to your readings. Your task will be to write a four-page, double spaced memo providing guidance in response to the policy or management problem outlined in the assignment sheet. The memo must reference relevant readings from class to help shape your

analysis and recommendations for action. An evaluation rubric for the memo assignments can be found on our class e-Learning Commons page.

Network Case Study

In order to apply concepts from class to our understanding of intergovernmental challenges, students will write a short case study of their own in order to analyze an intergovernmental program or public management network. Students should identify this example early in the semester and schedule time to discuss the program or network with the instructor in order to obtain direct guidance for the assignment. Guidelines for writing the case study will be discussed in class and summarized in an assignment sheet available through the e-Learning Commons. An evaluation rubric can also be found on the class blackboard page. This assignment constitutes 30% of your final grade.

Final Exam

Students will complete a take-home final exam. The exam will be distributed in class on Wednesday, November 28, 2018 and will be due via the e-Learning Commons before 10:00 PM EST on Wednesday, December 12, 2018. The exam will include four questions, and students will be asked to respond to two of the four questions. I encourage students to dedicate about two hours to answering each question, for a total exam time of four hours. This assignment constitutes 20% of your final grade.

Expectations and Guidelines

All of the University's expectations for your conduct as a student apply in this class.

Academic Honest: As a University of Georgia student, you have agreed to abide by the University's academic honesty policy, "A Culture of Honesty," and the Student Honor Code. All academic work must meet the standards described in "A Culture of Honesty" found at: <https://honesty.uga.edu/Academic-Honesty-Policy/>. Lack of knowledge of the academic honesty policy is not a reasonable explanation for a violation. Questions related to course assignments and the academic honesty policy should be directed to the instructor.

Plagiarism: Our capacity to learn and synthesize knowledge within the public administration profession depends upon our ability to build on the foundation of existing knowledge and research. Recognizing and documenting the work of others is critical for all students, but especially for graduate students. When writing, students must take great care in how they reference ideas and information sources. Never use someone else's words or ideas in your writing without proper attribution. Serious penalties exist for academic misconduct and plagiarism. Students should read and be familiar with the following resources:

- UGA Academic Honest Policy: Plagiarism
https://honesty.uga.edu/Academic-Honesty-Policy/Prohibited_Conduct/
- UGA Libraries Research Guide: Writing and Citing
<http://www.libs.uga.edu/researchguide/writing/index.html>

Electronic Devices: Turn off all phones and other electronic noise-making devices while you are in the classroom. Save text messages and emails for the break or after class. Laptop computers or

tablets may be used for taking notes, but students must refrain from participating in any online activities during class. Before using electronic devices with online access in class, students should be aware of the learning distractions associated with these technologies in the classroom (e.g., <http://tinyurl.com/q7pdtgc>).

Attendance: Graduate seminars require active participation. Many public administration students have internships or full-time employment in addition to their class responsibilities. Work obligations are not an acceptable excuse for an absence from class. Participation in class discussion is critical to your graduate education, and attendance must be a priority.

Class Discussion: Complete the reading assigned for each class meeting and be prepared for discussion. Make sure everyone has an opportunity for input. We are interested in each person's contribution, so please understand if I ask for brevity or a conclusion to a chain of discussion.

Late Assignments: Deadlines have been structured so that the instructor can provide regular and periodic feedback on your understanding and application of the course material. Assignments submitted after the class meeting on the due date will receive a 20% point penalty. No late assignments will be accepted two weeks after the deadline or after the final class meeting. No late final exams will be accepted. Students should consult with the instructor about extreme or severe circumstances for which these conditions might be waived.

Communication with the Instructor: If you have questions or if there are topics you would like to discuss in greater detail, make use of my office hours or schedule an appointment with me. During office hours and periodically, I will also be available via Skype. Email is the best method to reach me, and I strive to return email within 24 hours. Make use of these communication resources.

Disabilities and Accommodations: If you plan to request accommodations for a disability, please register with the Disability Resource Center. They can be reached by visiting Clark Howell Hall, calling 706-542-8719 (voice) or 706-542-8778 (TTY), or by visiting <http://drc.uga.edu>

Syllabus and Schedule Changes: The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary. The instructor will communicate changes in writing through your UGA email account.

Schedule

Week 1: Introduction – Why Study IGR? (August 15, 2018)

American Intergovernmental Relations

- An Overview, pg. 1 – 32

Rose, Shanna, and Greg Goetzhauser. 2018. The state of American federalism 2017-2018: Unilateral executive action, regulatory rollback, and state resistance. *Publius: The Journal of Federalism* 48 (3): 319-344.

Week 2: Foundations – The U.S. Federal System (August 22, 2018)

American Intergovernmental Relations

- 1. The Federal System (Grodzins)
- 2. Models of National, State and Local Relationships (Wright)
- 3. The Paradox of the Middle Tier (Derthick)

Intergovernmental Relations in Transition

- 3. Why Coercion and Cooperation Coexist in American Federalism (Kincaid)
- 4. Why We Fight: Conflict and “Coping” in Twenty-First Century Intergovernmental Relations (Burke & Brudney)

Week 3: Problems for Collaborative & Multi-Level Governance (August 29, 2018)

American Intergovernmental Relations

- 25. Homeland Security: The Federalism Challenge (Kettl)

Intergovernmental Relations in Transition

- 9. Clean Energy and Growth through State and Local Implementation (Deitchman)

Monogan, James E., III, David M. Konisky, and Neal D. Woods. 2017. Gone with the wind: Federalism and the strategic location of air polluters. *American Journal of Political Science* 61 (2): 257-270.

Weissert, Carol S., Benjamin Pollack and Richard P. Nathan. 2017. Intergovernmental negotiation in Medicaid: Arkansas and the premium assistance waiver. *Publius: The Journal of Federalism* 47 (3): 445-466.

Week 4: Legal Conflict in the U.S. Federal System (September 5, 2018)

American Intergovernmental Relations

- 5. The Constitution of the United States (Excerpts)
- 6. Federalism 39 (Madison)
- 7. What the Framers Meant by Federalism (Diamond)
- 8. Dead or Alive? The Federalism Revolution and the Meaning for Public Administration (Christensen and Wise)
- 27. Medical Marijuana (selections from *Gonzalez v. Raich*)

Week 5: Follow the Money: Fiscal Federalism (September 12, 2018)

American Intergovernmental Relations

- 15. Federal Grants-in-Aid to State Governments: A Political Analysis (Monypenny)
- 16. Entrepreneurial Cities, U.S. Federalism and Economic Development (Sbragia)
- 19. Tense Commandments: Federal Prescriptions and City Problems (Nivola)
- 20. Taxes or Grants: What Revenue Source for Sub-Central Governments? (OECD)

Intergovernmental Relations in Transition

- 5. Scarcity in the Federal System (Posner)

Week 6: Intergovernmental Management (September 19, 2018)

American Intergovernmental Relations

- 21. The Techniques of Intergovernmental Regulation (ACIR)
- 23. Another Look at Bargaining and Negotiating in Intergovernmental Management (Agranoff & McGuire)

Intergovernmental Relations in Transition

- 7. Partisan Polarization, Administrative Capacity, and State Discretion in the Affordable Care Act (Krane & Noh)
- 10. Bottom-Up Federalism: An Examination of U.S. Local Government Climate Change Policy and Practice (Jacob, Gerber, and Gallaher)

Week 7: Evaluating Intergovernmental Programs (September 26, 2018)

Guest Speaker (via Skype): Dr. Cliff Lippard, Executive Director, Tennessee Advisory Commission on Intergovernmental Relations

Handley, Donna Milam. 2008. Strengthening the intergovernmental grant system: Long-term lessons for the federal-local relationship. *Public Administration Review* 68 (1): 126-136.

American Intergovernmental Relations

- 12. Ways of Achieving Federal Objectives (Derthick)

Week 8: Collaborative Governance Regimes (October 3, 2018)

Collaborative Governance Regimes (Emerson & Nabatchi), Chapters 1-4, 7 and 9

Provan, Keith G., Mark A. Veazie, Lisa K. Staten, Nicolette I. Teufel-Shone. 2005. The use of network analysis to strengthen community partnerships. *Public Administration Review*

Week 9: No Class Meeting (October 10, 2018)

Our class will not meet because the instructor will be attending the annual conference of the Network of Schools of Public Affairs and Administration (NASPAA). Students should use this opportunity to work on their IGR/Network Case Study paper.

Week 10: Developing Collaborative Competencies (October 17, 2018)

O'Leary, Rosemary, Yujin Choi, and Catherine M. Gerard. 2012. The skill set of the successful collaborator. *Public Administration Review* 72 (1): S70-S83.

Snyder, William M. and Xavier de Souza Briggs. 2003. *Communities of Practice: A New Tool for Government Managers*. Washington, DC: IBM Center for the Business of Government.

[Available online.](#)

Week 11: State-Local Relations (October 24, 2018)

Intergovernmental Relations in Transition

- 11. The Legislative Transformation of State-Local Government Relations (Bowman & Kearney)
- 12. Pulling the Lever: The State's Role in Catalyzing Local Change (Morse & Stenberg)

Review additional resources on the eLearning Commons from the 2018 Deil Wright Symposium

Week 12: Interlocal Cooperation (October 31, 2018)

Thurmaier, Kurt and Curtis Wood. 2002. Interlocal agreement as overlapping social networks: Picket-fence regionalism in Metropolitan Kansas City. *Public Administration Review* 62 (5): 585-598.

Carr, Jered B. and Christopher V. Hawkins. 2013. The costs of collaboration: What research tells us about managing the risks of service collaborations in the U.S. *State and Local Government Review* 45 (4): 224-239.

Zeemering, Eric S. 2015. Managing interlocal contracts and shared service relationships, In *Municipal Shared Services and Consolidation: A Public Solutions Handbook*, edited by A. C. Henderson. New York: Routledge. Pg. 88-104.

Week 13: Global Problems, Borders, and Trans-National Governance (November 7, 2018)

American Intergovernmental Relations

- 24. American Public Administration and Impacts of International Governance (O'Toole and Hanf)

Blatter, Joachim. 2003. Beyond hierarchies and networks: Institutional logics and change in transboundary spaces. *Governance: An International Journal of Policy, Administration, and Institutions* 16 (4): 503-526.

York, Abigail M. and Michael L. Schoon. 2011. Collaboration in the shadow of the wall: Shifting power in the borderlands. *Policy Sciences* 44: 345-365.

Week 14: Student Case Presentations and Comparison (November 14, 2018)

NO CLASS – Thanksgiving Break (November 21, 2018)

Week 15: Conclusion – Fostering IGR and Governance Competencies (November 28, 2018)

Intergovernmental Relations in Transition

- 15. American Federalism without a System of Intergovernmental Relations (Glendening)
- 16. Back to the Future? The Road Ahead (Hamilton & Stenberg)

University Reading Day (December 5, 2018)

Our class will not meet on the university reading day. With the take-home exam already distributed, this week provides an excellent opportunity for review, additional reading, and meetings with the instructor to address remaining points of interest about our class.

Week 16: Final Take-Home Exam (December 12 2018)

The take-home final exam for this class will be due to the instructor at 10:00 PM EST on Wednesday, December 12. The exam must be submitted through the e-Learning Commons system.