

PADP 7200 – Intergovernmental Relations & Network Governance  
Department of Public Administration and Policy  
School of Public & International Affairs  
University of Georgia  
Spring 2023

Instructor: Jason O'Rourke

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Class Time: Thursdays, 7:00-9:50 PM

Location: Baldwin Hall, Room 102

Office Hours: By Appointment – Scheduled remote or ad hoc prior to class

Course Description

In an idealized form, the American system of federalism provides clear delineation of powers between the national, state, and local governments. In this ideal system, citizens and groups know precisely which elected officials are responsible for specific public functions. In such a system, taxpayers have clear understanding of how revenue is collected and distributed. When conflict exists in this hypothetical system of government, aggrieved parties feel confident in their ability to appeal to the correct officials who will weigh their claims against counterparties with a firm knowledge of what will maximize public goods. However noble and pleasant this system may sound, this is not the system of government that operates in the United States of America in the 21<sup>st</sup> century,

Intergovernmental relations focuses on the realities that have emerged since the beginning of the federal system, showcasing that citizens, interest groups, and government officials often have asymmetric knowledge and abilities to influence various levels of government. The study of intergovernmental relations attempts to make sense of the complex network of democratic systems, delegated authority, interest group politics, and individual preferences that guide public policy from idea to implementation. A stronger understanding of intergovernmental relations enhances the ability of public administrators to better understand the strengths and limitations of their own roles, while better preparing them to maximize the opportunities to successfully improve public welfare.

This course is structured to provide a collaborative and conversational setting that will draw on the academic, professional, and individual experiences of students. The readings and discussions are designed to build on knowledge gained in other graduate level courses and to provide an applied analytical framework for future courses. The textbook is an edited anthology, so it does not follow a typical narrative format. However, the editors of the textbook provide transitions and background information for each chapter to help students connect the concepts. For students with significant public sector work experience, this class will be an opportunity to reflect on past challenges and experiences using both modern and historical texts as a guide. For those students who may not have significant public sector work experience, this class will provide an opportunity to learn from the experience of your classmates and will enhance your understanding of networked systems of governance early in your career.

Note from the instructor: I will be teaching this course as a part-time instructor and I maintain full-time employment outside of UGA. As such, I will rarely be immediately available to respond to messages from students during business hours, especially on the day-of class as I am traveling from Atlanta. I have included my mobile phone number in the above contact info, but the best way to communicate with me is via email. I will monitor email regularly and will commit to respond to student questions within 24 hours of a message being received. If for some reason, 24 hours lapses, please consider a courtesy follow-up and know that there is likely a professional or family obligation that has my attention.

As we continue to live in an abnormal learning environment and navigate the effects of COVID-19, I will approach management of this course with the same core values of my other professional affiliation: integrity, excellence, and respect. If you need a special accommodation for a planned or unforeseen reason, I will do my best to work with you to maximize flexibility while maintaining the rigor of the course. I will approach any requests as sincere and expect that students will show the same level of respect to me as well as their fellow classmates.

### Objectives

1. Academic – This course will provide a foundational academic understanding of the key concepts within the field of intergovernmental relations. These concepts and lessons will be valuable additions to your knowledge of the public administration literature, whether this is your first graduate level course or your final graduate level course.
2. Practical – This course will lean heavily on case studies, policy memos, and other applications of the literature to improve your professional ability to understand intergovernmental relations. At the end of this course, students will be well-equipped to discuss elements of intergovernmental relations as they relate to the modern public policy process.
3. Collaborative – This course provides the opportunity to learn from your fellow classmates through multiple communication channels, collaborate with them on projects (if you choose the group option), and strengthen a foundational skill that is a valuable asset in almost any public-sector career.

### Learning Outcomes

1. Students will be able to articulate how the federal system evolved from a hierarchy of delegated powers into a system of intergovernmental relations where power is derived and allocated through both formal and informal networks.
2. Through collaborative engagement, students will use creative problem-solving skills to identify how governance, management, and politics impact the delivery of public services.
3. Students will develop competency in producing professional policy memos.

## Books

There is an expectation that many students are working full-time jobs and have busy lives, so this course will be primarily centered around a single textbook and supplemental readings will be used when necessary. Because there is significantly less weekly reading material than many other graduate-level courses, it is expected students will complete all assigned readings prior to class and will come to class prepared to discuss the materials. Additional readings will be made available in advance of class on the e-Learning Commons page affiliated with this class. The instructor will regularly share news articles that relate to topics being discussed and students are encouraged to do the same to promote conversation.

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

## Grades and Assignments

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

### **Individual Case Study 1: 3-4 Page Memo – 20 points** **Due via eLC by 7:00 PM on February 2**

Students will be assigned a case study and each student will respond using a professional policy memo format that responds to the policy problem outlined in the case study. Students will be expected to draw significantly from Part I, II, and III course readings and cite specific examples of how the readings informed their analysis and recommendations. The instructor will provide direction on appropriate policy memo format for any students who do not have experience writing these types of memos.

### **Individual Case Study 2: 3-4 Page Memo – 20 points** **Due via eLC by 7:00 PM on March 2**

Students will be assigned two case studies and each student will respond to the case study of their choice in the same professional policy memo format. Students will be expected to draw from Part I-V of the course readings and cite specific examples of how the readings informed their analysis and recommendations.

### **Group/Individual Case Study 3: 3-4 Page Memo – 30 points** **Due via eLC by 7:00 PM April 13**

For this memo, students will have the opportunity to collaborate with their classmates in groups of up to three total students to respond to a case study using a professional policy memo format. Some students

may prefer to work individually on this memo for a variety of reasons and that is completely acceptable. There is no change in the grading format or expectations based on whether students choose to work individually or as a group. The group option is offered as an opportunity to collaborate with your classmates and to strengthen your own ideas, recommendations, and understanding of the course materials. For this memo, individuals or groups will choose a case study from a pre-approved list provided by the instructor. The case studies will be pulled from diverse settings and problems to allow students to select a topic that is most relevant to their career experiences or goals. Individuals and groups will be expected to present their memos to the class where we will discuss the recommendations and analysis as a class.

**Take Home Final Exam – 30 points**  
**Due via eLC by 9:50 PM on Thursday May 4**

Students will complete a take home final exam. At the conclusion of class on April 27, the instructor will send out the final exam questions via e-Learning Commons. The exam will consist of five questions and students will respond to three of those questions. Further details will be provided closer to the final exam, but students will be expected to answer these questions using the knowledge gained through course readings and class discussions. The exam will be open book and open notes, but the most successful students will be able to answer these questions using their own words.

Schedule

Jan 12	Syllabus Review, Student Background/Interest Survey and Intro to IGR Discussion
Jan 19	Part I – Conceptual and Theoretical Foundations O’Toole and Christensen p. 1-46
Jan 26	O’Toole and Christensen p. 47-81
Feb 2	Part II. – Legal Aspects of Intergovernmental Relations O’Toole and Christensen p. 83-121 Case Study Memo 1 Due
Feb 9	Part III – Political Aspects of Intergovernmental Relations O’Toole and Christensen p. 123-147
Feb 16	O’Toole and Christensen p. 148-171 – Guest Speaker
Feb 23	Part IV – Fiscal Aspects of Intergovernmental Relations O’Toole and Christensen p. 173-207
March 2	O’Toole and Christensen p. 208-245 Case Study Memo 2 Due
March 9	Spring Break – No Class

March 16	Part V – Administrative Aspects of Intergovernmental Relations O’Toole and Christensen p. 247-301
March 23	Part VI – Emerging Issues and Challenges: The Future of the Intergovernmental System O’Toole and Christensen p. 303-349
March 30	O’Toole and Christensen p. 350-393
April 6	Special Topic Discussion w/ Guest Speaker – Supplemental Readings TBD
April 13	Group/Individual Case Study 3 Due Special Topic Discussion w/ Guest Speaker – Supplemental Readings TBD
April 20	Interactive Policy Design Exercise – Supplemental Readings TBD
April 27	Final Course Summary & Review – Final Exam Available at conclusion of class
May 4	Take Home Final Exam Due – Submitted to eLC by 9:50 PM.

#### Academic Honesty

It is expected students in this course arrive with an extremely high standard of ethics as current and aspiring professionals in the public administration field. At a minimum, you are expected to abide by the UGA Student Honor Code: "I will be academically honest in all of my academic work and will not tolerate academic dishonesty of others." Unauthorized use of artificial intelligence software or word mixing software to write your paper or disguise plagiarized work is considered unauthorized assistance in this course. A Culture of Honesty, the University's policy and procedures for handling cases of suspected dishonesty, can be found at [www.uga.edu/ovpi](http://www.uga.edu/ovpi).

#### Accommodations for Disabilities

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

#### Mental Health and Wellness Resources:

- If you or someone you know needs assistance, you are encouraged to contact Student Care and Outreach in the Division of Student Affairs at 706-542-7774 or visit <https://sco.uga.edu/>. They will help you navigate any difficult circumstances you may be facing by connecting you with the appropriate resources or services.
- UGA has several resources for a student seeking mental health services (<https://www.uhs.uga.edu/bewelluga/bewelluga>) or crisis support (<https://www.uhs.uga.edu/info/emergencies>).
- If you need help managing stress anxiety, relationships, etc., please visit BeWellUGA (<https://www.uhs.uga.edu/bewelluga/bewelluga>) for a list of FREE workshops, classes, mentoring, and health coaching led by licensed clinicians and health educators in the University Health Center.
- Additional resources can be accessed through the UGA App

Disclaimer: The course syllabus is a general plan for the course; deviations announced to the class by the instructor may be necessary.