

**PA 784: Intergovernmental Relations
Course Syllabus, Spring 2017**

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Office hours: Mondays 4:00-5:30 p.m. or by appointment



SAN FRANCISCO
STATE UNIVERSITY

Schedule:

- In-classroom meetings - **Thursdays 6:00-8:45 pm unless otherwise specified, at DTC 677**, on Jan 26 (7:00-8:45 pm only), Feb 2, Feb 6, Mar 2, Mar 16, Mar 30, April 13, April 27, & May 11 — see policies on attendance
- Virtual Activities (**weeklong** online chats, or short papers, or field activities) **for the weeks** on which these Thursdays fall: Feb 9, Feb 23, Mar 9, April 6, April 20, May 4, & May 18

INTRODUCTION

“States, use your power to protect women’s rights.”

— Governor Andrew Cuomo, 1/21/2017

“Will states stop cities from combating climate change?”

— Governing Magazine, 1/2017

When examining a dilemma in public service or government — say, with a city government, or with contractor that is providing certain human services - **do we stop to consider the intergovernmental dimensions of the situation, and its solutions?** Do we think not just of the political or organizational leadership, the budget and staff of the agencies, and the citizens they serve at the other end, but also of the **hidden constraints and checks** in a democracy that make public service and innovation challenging?

Our seminar is called Intergovernmental Relations (IGR), which is called in some texts as intergovernmental management (IGM), and overlapping political science federalism courses. American public administration is a complex system of collaboration and rivalry among different levels and types and levels of governmental (federal, state, regional, municipal) and quasi-public, non-profit, and private organizations that carry out governance and welfare. Problems in the public sphere pass through their borders and present new dilemmas of coordination and power sharing.

Especially at this time when the United States appears to be undergoing a fundamental rethinking of its priorities, the capacity to achieve public service goals hinges on the relationships among the various branches and levels of government. It is essential to understand the evolving relationships and dynamics among IG entities. Their scopes of authority, tools, and strategies in accomplishing their priorities in different areas of public policy (for example: health, immigration, law and order) and the values they promote — equity? economic development? environmental protection? — will constitute the bulk of our discussions this semester. Students are expected to keep abreast of the news and every week should share with the class developments or updates on the topics of concern.

COURSE GOAL & LEARNING OUTCOMES

Students will be able to develop and demonstrate knowledge and skills in alignment with the network of public administration schools' (NASPAA) **learning goals** for accredited schools of public administration.

- Goal 1: To lead and manage in public governance — Students will demonstrate an understanding of the US intergovernmental system, history and context, key actors and relationships, and the challenges of managing and leading in a federal system of public service.
- Goal 2: To participate in, and contribute to, the public policy process — Students will demonstrate an understanding of the role of IGR actors in the public policy process, policy implementation networks, and bureaucracies and staff in policy learning.
- Goal 3: To analyze, synthesize, think critically, solve problems, and make decision — Students will demonstrate in written and oral forms, critical thinking skills on contemporary IGR issues.
- Goal 4: To articulate and apply the values of social justice, equity, and other service value — Students will demonstrate an understanding of PA values, such as accountability, efficiency, equity, and ethics in analyzing IGR dynamics.
- Goal 5: To communicate and interact productively with a diverse and changing workforce and citizenry — Students will conduct oral presentations and prepare a memorandum on contemporary IGR issues.

LEARNING RESOURCES

1. Please download all of the available reading materials by the first week of the semester. As there is a lot going on in US IGR, expect to add news reports to your readings later on.

Get familiar with I-learn and the required readings posted, plan your work schedule, and read up ahead.

2. Note for all the papers in PA 784 and other MPA courses: To avoid plagiarism and common errors in academic research and composition, we recommend that you use Hacker and Sommers' A Writer's Reference (7th edition) throughout the program. It has examples relating to
 - planning your paper according to the outcomes required
 - finding and using reliable sources to inform, support, or extend your arguments
 - mapping your paper/outlining
 - making effective analysis, arguments and/or evaluation
 - polishing your paper, and
 - acknowledging sources and citing/referencing them properly (within the text and the References at the end of a paper). The APA (stands for American Psychological Association) citation system is the one adhered to by the MPA program. Use the APA for any Memos, papers, and exams.

This syllabus must be understood hand-in-hand with the articles, other learning materials, and any Virtual Activity guides, instructions or grading criteria provided on I-learn.

COURSE REQUIREMENTS

As a graduate seminar, lecture-discussions will be minimal; students should prepare as resource persons, themselves, on particular IGR issues.

A. Participation in classroom discussions: Required reading and news sharing (20%)

We only have a number of meetings in the classroom. Your participation (recitation, in-class exercises) is highly expected. Sometimes you will be given homework in aid of discussion in class (not online). To gain high marks in this area, read the required readings each week and also share with the class news reports that relate to IGR topics on the schedule.

Any guest talks are must-attend sessions. In this hybrid course, two (2) classroom-day absences would result in a final F. No makeup assignments are given. Issues of health and other personal matters are typically addressed through the Incomplete or Withdrawal processes, so please check the policies and deadlines at the end of this document.

B. Participation in “virtual” week activities (25%)

The course format allows for student opportunity to engage with the learning materials and topics outside the classroom walls. These weeks’ activities may include critical reading and reflection, online chats, mini-research, or field visits. Activity guidelines will be posted on I-Learn.

Before and after each classroom meeting, go on to I-Learn and pay attention to early and staggered deadlines when the next activity is a virtual one.

C. Individual discussion leading (25%)

Students will be assigned a key reading material or article to lead the class in the discussion of its contents. In leading the discussion, you may prepare a set of slides, or a 2-page briefing sheet that summarizes the material and provides additional information that you have found, such as related news updates.

Prepare to take up half an hour for your discussion, and another 10 minutes for Q & A. Questions may be raised during or after your talk. Distribute copies of the brief, or email the professor your slide deck. In your discussion of the contents, you need to include the following items:

- a) Provide a brief background on the reading material and author/s — is this material contemporary or classical, who are the researchers/ authors/ institutions and what are their areas of expertise?
- b) What are the author’s views/findings on this IGR topic - this is the meat of your discussion**
- c) Also, conduct a bit of side research to verify the author’s claims.
- d) Your reflection or own commentary on the author’s findings or views:
 1. What is their point of departure from mainstream perceptions or reporting on the topic, if any?
 2. What do you know of contemporary developments (US or global) that could relate to the topic or the author’s views?
 3. What further studies or issues may be explored in relation to the author’s claims on the topic?

D. IGR Memo: Individual briefing paper on a select IGR issue (30%)

This is your final research paper and your signature assignment for PA 784: you will upload your paper to your MPA program E-portfolio, whose contents you will be expected to revisit and reflect upon once you reach PA 890.

Write the memo in four parts, using a minimum of six (6) pages, single-paced, with APA citation style, in text and at the end. You may add graphics (tables/ graphs) to make your report visually pleasing online, but the page length identified above has to do with textual information

Today's political environment is wrought with policy and administration battles on all sides and levels of this pluralistic, federal system. Using a critical framework, you will be (1) researching a policy arena (e.g., homeland security, environmental protection, labor/minimum wage, state supervision of local governments, etc.), then (2) focusing on a particular or a representative issue in that arena, and then (3) preparing a briefing memo to inform your professional audience of the following information:

I. Cover page

II. Introduction and brief synopsis of the issue----- State why this is an issue of current interest; which IG actors are doing what actions that merit an examination of this issue? — *no more than 1 page*

III. Briefing memo — this is the bulk of your paper; demonstrate well how you research key facts, important events, and themes involved in the issue

a. Provide a background on one or two key statutes or laws involved in this issue — Identify the key pieces of laws that are the center of, or that bear upon this issue (e.g., a Constitutional provision, or an Act of Congress or an Executive Order, or particular court rulings).

Try not to sound legalese, this is not a legal brief. See our reading materials to find out how to make your briefing material reader friendly.

b. Discuss the IGR actors and the IGR dynamics This is the bulk of your paper. Discuss the different governments involved and their scope of their authority on this matter and the tools or powers at their disposal to carry out their own priorities and follow their own values, in competition or collaboration with the other IGR actors involved in the matter:

i. **Federal institutions or agencies and their authority and tools over the matter and their policy preferences** - What are they empowered by law or statutes or custom to do, what are they trying to do, and are they achieving their goals vis-à-vis the other actors? - You may talk about a particular federal actor to demonstrate the authority and how they wield their tools

ii. **State governments, their authority and tools** to achieve their policy preferences — What are they allowed to do by law or statutes or custom?

You may focus on a particular state if it represents the power of the states over the issue and how they wield that power.

- iii. **Local level actors and their authority and tools** to achieve their policy preferences - What, if any local latitude is involved? Similar to the states, you may pick out a city or county or municipality that is representative of what local governments can do on this matter; you may also talk about the actions of local governments that have banded together on the matter
- iv. **Any regional level agencies or associations** involved - the same questions as above, except that regional actors, like public administrators, may have less muscle where legalities are concerned
- v. **Public administrators' networks** . Note that by actors we do not only mean the agencies or institutions (Office of the President or Senate or House or Governor's Office); but actors include bureaucratic actors at different levels of government, to the extent that they have organized action or roles on the matter.

c. **Analysis** . Make sure to speak to each of the items below – *no less than 2pages*

- i. What model of federalism do you see at play? Speak to the collaboration or competition between and among IGR actors, refer to our reading materials to reference the models of federalism.
- ii. Which IGR actors are getting their goals accomplished at the expense of, or in tandem with the others?
 - a. Speak to the tools and powers of the IGR actors involved — which ones are dominant or exercising more power over the issue?
- iii. Your analysis of the prospects, or solutions, or where this policy battle is headed, according to the IGR dynamics you have found in part III above
 - a. Which IGR actor (or governmental level) is bound to attain its goals in the short term? In the long term? Why?
 - b. What are countervailing measures and how may these measures be tapped?
 - c. What are current developments that indicate the direction to which this debate is heading?

IV. Works Cited/ Sources of data — Your works cited and any appendices (not counted toward page limits) - **not included in the page count.**

Students will receive letter grades on their work in which an A is worth 10 points, and A- is worth 9, a B+ is worth 8, B- is worth a 7, B is a 6, and so on. These grades are then multiplied by their weights (%) and added up to get the final grade. You may contact the professor by email at the end of the semester to find out your grade in the finals and overall class participation. The professor will return feedback or grades for activities that occur during the semester as soon as it feasible, given the hybrid course schedule and class size.

COURSE SCHEDULE

The professor reserves the right to make changes to this syllabus

DATE	TOPIC	READINGS & LEARNING MATERIALS	DUE TODAY; HOUSEKEEPING
JAN 26 Classroom (Latter half-session only)	Course Orientation	Bring your textbook, syllabus & other reading materials to class	Discussion leading assignments given out
FEB 2 Classroom	Federalism Principles & Debates <ul style="list-style-type: none"> • American IGR: An overview • The shaky edifice of federal power • National Governors' Associations' Principles of State- Federal relations 	Required Readings: <ul style="list-style-type: none"> • U.S. Constitution (excerpts from O'Toole & Christensen) • Ehrenhalt (2016) • National Governors Association (2014) • <i>Check the news for related developments</i> 	After tonight, log on to l-learn for what's due next week
FEB 9 Virtual activity	Fundamental Principles & Debates: <ul style="list-style-type: none"> • Keeping the compound Republic 	Required Readings: <ul style="list-style-type: none"> • Derthick (1999) • <i>Check the news for related developments</i> 	Log on to l-learn for this activity
FEB 16 Classroom	Fiscal Federalism: <ul style="list-style-type: none"> • Beyond pre-emption • The problem of state imposed mandates • The debate we're not having about fiscal disparities 	Required Readings: <ul style="list-style-type: none"> • NAPA (2013) • Grossback (2002) • Posner(2014) • <i>Check the news for related developments</i> 	After tonight, log on to l-learn for what's due next week
FEB 23 Virtual discussion	State-Local Relations: <ul style="list-style-type: none"> • Preventing local government fiscal crises • Bossing around localities • States'war on cities 	Required Reading: <ul style="list-style-type: none"> • Coe (2008) • Ehrenhalt (2013) • Greenblatt (2016) • <i>Check the news for related developments</i> 	Log on to l-learn for this activity
MARCH 2 Classroom Guest Speaker <i>May invite other MPA students</i>	Guest Talk: Mr. Rod Gould (Veteran CA cities manager): "Making Intergovernmental Services Work" Inter-Local Government Cooperation <ul style="list-style-type: none"> • Shared services: Local government management guide • 211/311 A case for consolidation or collaboration State-state Relations <ul style="list-style-type: none"> • Let's make a pact: States increasingly solve problems together 	Required Readings: <ul style="list-style-type: none"> • DiNapoli (2009) • ICMA (2012) • Barrett & Green (2016) • <i>Check the news for related developments</i> 	Discussion leading on inter-state compacts

MARCH 9 Virtual discussion	Governmental Fragmentation and Consolidation <ul style="list-style-type: none"> • Reasons for local government fragmentation • Counties: An outdated concept? • What's so special about special districts? 	Required Readings: <ul style="list-style-type: none"> • Hatcher (2015) • Greenblatt (2012) • Senate Local Govt Committee, CA (2010) • <i>Check the news for related developments</i> 	Log on to l-learn for this activity
MARCH 16 Classroom	IGR in Health Care Policy: <ul style="list-style-type: none"> • State medical marijuana laws • State laws and actions challenging certain health reforms • Obamacare is a money-loser • A tale of two co-op insurers • What Trump may have in store/ American opinions of ACA • How Medicaid block grants would be a bad deal for the states • Where GOP Governors stand on 'repeal and replace' IGR in Education: <ul style="list-style-type: none"> • Washington's education stalemate • Has school choice been all it set out to be • GOP's sanctuary campus threats 	Required Readings: <ul style="list-style-type: none"> • NCSL (2016) - marijuana • NCSL (2016)-state laws & actions • Tracer (2016) • Daley & Cohen (2015) • FiveThirtyEight (2016) • Chafe (2017) • Quinn (2017) • <i>Check the news for related developments</i> <ul style="list-style-type: none"> • Harkness (2015) • Greenblatt (2016) • Wogan (2016) • <i>Check the news for related developments</i> 	Discussion leading on IGR policy issues
MARCH 23 Recess	S P R I N G B R E A K		
MARCH 30 Classroom Guest Speakers <i>May invite other MPA students</i>	Guest Talk: Ms. Leah Zippert & Ms. Gillian Adams (ABAG) "Exploring the Relationship between Regional and Local Governments, the Association of Bay Area Governments' Perspective" Break IGR in Various Policy Areas: <ul style="list-style-type: none"> • Hidden or unemployed: Americans with Disabilities Act • Welfare reform • Minimum wage 	Required Readings: <ul style="list-style-type: none"> • Kardish (2015) • Burke (2016) • Pew Research Center (2014) • <i>Check the news for related developments</i> 	Discussion leading on IGR policy issues after the break
APRIL 6 Virtual discussion	IGR in Immigration Policy: <ul style="list-style-type: none"> • Immigration reform: An intergovernmental perspective • Supreme Court on AZ immigration law • Cities vow to fight, even if they lose millions 	Required Readings: <ul style="list-style-type: none"> • Rubaii-Barrett (2008) • CNN (2011) • Medina & Bidgood (2016) • <i>Check the news for related developments</i> 	Log on to l-learn for this activity

APRIL 13 Classroom	IGR in Various Policy Areas <ul style="list-style-type: none"> • The end of private prisons In America? • Joint cybersecurity seminar • Most states are combating climate change • Will states stop cities from combating climate change? Research toward IGR Memo	Required Readings: <ul style="list-style-type: none"> • Greenblatt (2016) • NASCIO& NCSL (2016) • Maclag (2016) • Dalgneau (2017) • <i>Check the news for related developments</i> 	This meeting will be confirmed, pending the date of the WSSA Conference, at which the professor is to present a paper
APRIL 20 Virtual activity	Research toward IGR Memo		
APRIL 27 Classroom	Rebuilding IGR Institutional Capacity - Part 1 <ul style="list-style-type: none"> • Intergovernmental Institutional development • Restoring the Intergovernmental partnership • America's Invisible governmental crisis • The ACIR • Collaboration: The Intergovernmental Imperative • How Obama changed the relationship between Washington, the states and the cities 	Required Readings: <ul style="list-style-type: none"> • Stenberg (2011) • ICMA (2009) • NAPA (2013) • ACIR archive • O'Neill (2016) • Vock (2016) • <i>Check the news for related developments</i> 	
MAY 4 Virtual activity	Research/writing toward IGR Memo		
MAY 11 Classroom	Future of IGR <ul style="list-style-type: none"> • The state of American federalism • Conservatives plot their course • State constitutions: Amend with care 	Required Readings: <ul style="list-style-type: none"> • Pickerill & Bowling (2014) • Greenblatt (2016) • Bowser (2015) • <i>Check the news for related developments</i> 	
MAY 18	Final paper due		Papers due by 6 pm on 1-learn

PROFESSOR'S COURSE POLICIES & EXPECTATIONS

Professionalism

My expectations are that as graduate students, you will demonstrate utmost commitment and professionalism in the classroom and in virtual space; diligence and resourcefulness in tapping social science knowledge and tools in understanding the course contents, and improving your professional skills; and consistent monitoring of your individual learning goals.

As members of the academic community, you are enjoined to follow strict rules of academic honesty. Formal disciplinary measures may be meted out for cheating or plagiarism.

Demonstrate graduate-level writing proficiency. *A Writer's Reference* provides help in formal writing, and in using the APA style in your written assignments, online or in print.

All interaction relating to the course must be of a **positive** nature; understand that not all policies can be written on this syllabus. Follow instructions so that discussions about potential contentious topics do not harm the **trust** that is essential to learning. Look for cues so that **participation** is **equitable** and engaging for all.

While you may use laptops to take notes or access I-Learn in class, you should use a quiet keyboard. Text messaging, calling, personal emailing, and surfing the Internet during class are unprofessional. Unless specifically instructed, or relating to class, you need not access the Internet, and should avoid distracting the class by using electronic gadgets.

Attendance

Absences or tardiness will be reflected in your grade. **Two (2) absences** would result in an automatic **Fail** grade. The amount of time for, and quality of discussion and team outputs can be diminished by absences and having to get everyone caught up. Plan to arrive on time, bring any homework, and stay until official dismissal. Late arrivals or early departures are partial absences.

Late Assignments and Make-ups

Due to time and the constraints of real-time exchanges over scheduled topics, **no makeups** will be designed if you were absent for a graded exercise. Submit your outputs on time. Any late **homework** (e.g., short papers/ assignments) incurs one letter-grade deduction per day if submitted after the deadline, and will not be accepted 2 days after the deadline. No **exams** will be accepted after deadline. Issues of health or personal matters that would prevent you from completing the course requirements should be raised as soon as known, and may be addressed through the Incomplete or Withdrawal processes. For requests to take an "Incomplete," the student is responsible for providing justification documents on problems preventing completion of the course. Please also see the College deadlines and University policies.

Participation

In a graduate class you are expected to be resource persons to the class as well, not a passive recipient of information. As such you must prepare to **master** key points in the assigned materials, as you will be called upon to contribute.

Excellent final grades presume excellent participation in class. Being in the classroom is not equal to participation at all. Just talking, or asking a question about the schedule, for example, is not the aim here. Prepare for each session of class to contribute meaningful thoughts about the topic at hand. Some exercises in class will be graded as a team or group. The professor reserves the right to make additional assignments if such assignments will enhance students' learning.

Communication & Advising

Head off unnecessary confusion by reading prior materials or instructions that have been provided, to keep up with the schedule. Use a specified I-Learn Chat Corner or Fomm, if one is set up online. Read your emails at least once during the day.

The **best way to communicate and consult me is by email**. I will strive to reply within 24 hours, during weekdays, and within 48 hours during holidays and weekends. Emails from me — through I-Learn's system or SFSU webmail - should be considered part of instruction. Send me emails using your SFSU address (forward your SFSU emails to your regular internet mailboxes). Prefix your subject PA 784 when sending emails. Observe email etiquette, but always give a person a chance to explain any problems.

Additional SFSU and CHSS Policies and Expectations

- CHSS Withdrawal Policies and Deadlines: The last day to drop a class is February 10th, 2017 until 11:59pm. Administrative drops will no longer be permitted or approved after February 10th. Starting February 11th — April 24th you must submit a paper withdrawal petition. Withdrawal from a class starting February 11th will be considered for *serious and compelling* reasons only and must have accompanying documentation. The following reasons are not considered *serious and compelling*. Changing your major, poor performance, class not required for graduation/major, lacking the prerequisite, instructor forgot to drop me, not attending class or more time needed for other classes. If you wish to withdraw from class due to unexpected changes in your work schedule, illness or family emergencies, documentation will be required, along with a copy of unofficial transcripts. Submit your petition within a reasonable timeframe (e.g., within 2 weeks of a change in work hours, illness, etc.). From April 25th — May 16th, 2017, you may not withdraw from a class or the University, except only in the case of a documented serious illness or verified accident.
- Withdrawals cannot be initiated electronically and must be submitted using a paper application. All electronic submissions of withdrawals will be denied automatically by the Associate Dean. You are only allowed to withdraw from a maximum of 18 units and take a class no more than 2 times at SF State. Approval from the instructor and/or Chair does not constitute automatic approval from the Associate Dean so continue attending class until a decision is made. Please refer to the following website for further information on withdrawal policies: <http://chss.sfsu.edu/src>.
- CR/NC Option: The last day to request CR/NC option is March 17th, 2017 until 11:59pm. The Associate Dean will not approve requests for changes if you miss this deadline.
- Late Add Policy: The period to add classes via permission numbers is January 23th — February 10th, 2017 until 11:59. It is your responsibility to procure a late permission number from your instructor and add the class. Faculty cannot add you into a class. Starting February 11th, a Waiver of College Regulations petition must be signed by your instructor, Chair and CHSS Associate Dean to add. This will be approved only if there was an administrative error.
- Final Exam: According to Academic Senate policy F76-12 a time period is set aside at the end of each semester for a formal examination period. All classes are expected to meet during the final examination period whether an examination is given or not. The final examination schedule is published each semester in the Class Schedule.
http://www.sfsu.edu/~acadres/fmal_exams/finals_17.htm
- Religious observance. "The faculty of San Francisco State University shall make reasonable accommodations for students to observe religious holidays when such observances require students to be absent from class activities." — SFSU Faculty Manual (2011, 53). Please see the professor well

in advance of those days to give notice and figure out accommodations based on the Course Schedule. Failure to give advance notice may deprive you of allowances.

- Disability Programs and Resource Center: Students with disabilities who need reasonable accommodations are encouraged to inform the professor early on. The Disability Programs and Resource Center (DPRC) is available to facilitate the reasonable accommodations process. The DPRC, located in SSB 110, can be reached by telephone at 415-338-2472 (voice/TTY) or by e-mail at dprc@sfsu.edu.
- Student disclosures of sexual violence: SF State fosters a campus free of sexual violence including sexual harassment, domestic violence, dating violence, stalking, and/or any form of sex or gender discrimination. If you disclose a personal experience as an SF State student, the course instructor is required to notify the Dean of Students. To disclose any such violence confidentially, contact these: **The SAFE Place** - (415) 338-2208 <http://www.sfsu.edu/~safe> pic/ **Counseling and Psychological Services Center** - (415) 338-2208 <http://psyservs.sfsu.edu/>. For more information on your rights and available resources: <http://titleix.sfsu.edu>