

COURSE OUTLINE

Please read this document carefully before the start of the course. It is a contract between you and me. It tells you what I expect from you and what you can expect from me, and what you must do to earn the grade you desire.

WHAT THIS COURSE IS ABOUT

Intergovernmental relations (IGR) is a vital and dynamic subject because it affects every core area of public policy and administration, from health to transportation to housing to homeland security. IGR is the study of how the federal, state and local governments in America interact to provide services. It seems that they are forever in conflict, and one is tempted to ask, "can't we all just get along?" Obviously, that's asking a bit too much. But it is also true that they cooperate more than they contend.

We will start with a historical perspective, including a close analysis of how the Constitution sets up our system of governance. Then, we move to the present, which will occupy most of our time. Currently, Congress has been in a tax-cutting, budget-cutting mood. It recently reduced the federal budget by \$2.1 trillion over the next decade through a device called "sequestration". This was followed by a partial shutdown of the federal government forced by House Republicans. Much of the cutting will come from federal aid to states and municipalities. The federal grantmaking apparatus, which has grown every year from 1933, is in a shambles. All of these cuts promise to radically rewrite existing fiscal IGR practices.

All courses are a blend of theory and practice, and this one is no exception. Unlike my Grant Writing and Grant Management course, which is skewed toward the practical, this one is well-balanced. IGR is a long-term interest of mine. I took it as a graduate student and taught it in my first year as a professor, forty years ago, and many times since. Don't worry about yellow pages of dog-eared notes; I review and revise the course every time I teach it. About 90% of the current course content, and much of the teaching methodology, differs from the 1974 version, and probably 20% differs from the 2012 version. What specifically is new?

1. We will be using a different textbook. It is better-written, more accessible and more current than the previous one.
2. I have found an edition of the Constitution with a very interesting annotation. The author, Linda Monk, is a Harvard Law School graduate, a constitutional scholar and a journalist – a background that makes for a very accessible introduction to this seminal document.

3. To fill in gaps in the printed books, I have created an e-book with material drawn from several sources and arranged for it to be made available online at a cost much lower than if you had to buy each book from which I have drawn material.
4. I have already made significant revisions in the PowerPoint slides I use during my lectures, and will make more changes before each class.
5. Before looking at interlocal relations, we will take a closer look at how government operates in New Jersey. This class, on October 18th, is totally new.
6. I have bolstered my issue-focused presentation on education based on research I am doing in that area.

REQUIRED READING

The five assigned books are:

Marc Holzer and John Fry, *Shared Services and Municipal Consolidation*, Alexandria VA: Public Technology Institute, 2011. This specialized study will be provided to each student without charge.

Linda R. Monk, *The Words We Live By: Your Annotated Guide to the Constitution*, New York: Hyperion, 2003. This is a work of reference for use throughout the semester. There are no assigned readings other than the Constitution itself, which can be read more conveniently in an unannotated version.

Laurence J. O'Toole Jr. (ed.) *American Intergovernmental Relations*, 4th ed. Washington, DC: CQ Press, 2007. This is an anthology of articles on the subject.

G. Ross Stephens and Nelson Wikstrom, *American Intergovernmental Relations*, New York, Oxford University Press, 2007. Despite the identical title, this is a textbook, and entirely different from its namesake.

The e-book noted above.

WEEKLY TOPICS, READINGS AND ASSIGNMENTS

Please note that there is a reading assignment for the first class. Please come prepared, to help us get off to a quick start. You will note that the readings and the class topics do not necessarily align. My presentations do not duplicate the readings – they complement them. Also, I have somewhat front-loaded the readings to give you time to prepare for the final exam.

<u>SESSION</u>	<u>DATE</u>	<u>TOPIC</u>	<u>READING</u>	<u>NOTES</u>
1	January 22 nd	From colonialism to federalism: An overview of intergovernmental relations (IGR).	O'Toole, pp. 1-63. S&W, ch. 1. e-book, ch. 2.	
2	January 29 th	The Constitutional basis for IGR. http://www.usconstitution.net/const.pdf http://thomas.loc.gov/home/histdox/fedpapers.html	The U. S. Constitution (complete, including amendments), and Federalist Papers Nos. 7, 39, 44-46, 51. Posted on Blackboard, or click links at left. O'Toole, pp. 64-114. e-book, ch. 3.	Study teams formed.
3	February 5 th	Constitutional basis (continued)	(none)	Quiz.
4	February 12 th	The context of IGR: politics.	O'Toole, pp. 115-176 S&W, ch. 2 and 3.	Report topics submitted
5	February 19 th	The context of IGR: money.	O'Toole, pp. 177-257 S&W, ch. 4 and 6.	Report dates set.
6	February 26 th	The context of IGR: social issues.	O'Toole, pp. 259-309 S&W, ch. 5.	
7	March 5 th	IGR not involving the federal government.	??	
8	March 12 th	State and local government in NJ	S&W, ch. 7-9. H&F, ch. 4,8,9 (balance of book optional). e-book, ch. 11, 12.	
-	March 19 th	SPRING BREAK – NO CLASS		
9	March 26 th	Issue focus: education (led by Dr. Gershowitz).	(none)	Midterm exam.
10	April 2 nd	Issue focus: poverty and employment. (Subject to change based on students' interests.)	O'Toole, pp. 311-321.	
11	April 9 th	Issue focus: transportation.	(none)	
12	April 16 th	Issue focus: health.	O'Toole, pp. 332-360	
13	April 23 rd	Issue focus: housing.	O'Toole, pp.322-331	
14	April 30 th	Issue focus: public safety.	S&W, ch. 10.	
--	May 7 th	Reserved for makeup if needed.	(none)	
15	May 14 th	---	(none)	Final exam.

LEARNING OUTCOMES AND LESSON OBJECTIVES

SPAA is a NASPAA*-accredited institution. NASPAA has established a series of student learning outcomes. It is the school's intention, and my intention, to assist students in achieving them in each course that I teach. The outcomes are as follows:

- To be able to lead and manage in public governance.
- To participate in and contribute to the public policy process.
- To analyze, synthesize, think critically, solve problems, and make decisions.
- To articulate and apply a public service perspective.
- To communicate and interact productively with a diverse and changing workforce and citizenship.

In addition, every lesson has specific objectives. They are listed below and you will also find them as the first slide after the weekly title slide on the course PowerPoint:

<u>LESSON</u>	Students who successfully complete this class will know:
1	<ol style="list-style-type: none"> 1. The historical development of the complex relationship between the central government and state governments. 2. The role of state and local governments in our constitutional system. 3. The flexibility of constitutional government to meet changing needs.
2	<ol style="list-style-type: none"> 1. How the founding fathers envisioned relations between the central government and the states. 2. How the Constitution was sufficiently flexible to permit relationships to evolve to meet changing needs.
3	<ol style="list-style-type: none"> 1. Specific constitutional language granting and withholding power to/from the central government and the states. 2. How to access and understand classical and contemporary writings interpreting the Constitution.
4	<ol style="list-style-type: none"> 1. How people's public behavior is influenced. 2. Why public organizations cannot avoid political influences. 3. How people can be made to act contrary to their economic self-interest. 4. How this affects the central and state/local governments.
5	<ol style="list-style-type: none"> 1. How and why IGR evolved from layer-cake federalism to marble-cake federalism. 2. The role of the federal government in redistributing resources around the country. 3. Political influences and impediments on fair or objective redistribution of resources. 4. The oppressive role of unfunded mandates.
6	<ol style="list-style-type: none"> 1. Our country's long history of tilting government action in favor of the white, the male and the wealthy. 2. How this bias has been transformed from du jure (by law) to de facto (by practice). 3. The effects on how we are governed. 4. How to interpret calls for "states' rights".

7	<ol style="list-style-type: none"> 1. Why states and local governments work cooperatively. 2. Areas of cooperation. 3. Barriers to cooperation.
8	<ol style="list-style-type: none"> 1. The place of sub-federal governmental relations within the federal system. 2. How government functions at all levels in the State of New Jersey. 3. How IGR in New Jersey compares with IGR in the other 49 states.
9	<ol style="list-style-type: none"> 1. How government functions at all levels in the State of New Jersey. 2. Advantages and disadvantages of local control. 3. How the federal government turned a toehold into significant influence.
10 - 14	These are student-led class sessions on five different issues. Each week, the students will set the learning objectives for their presentations.

*National Association of Schools of Public Affairs and Administration.

ATTENDANCE AND PUNCTUALITY

The scheduled class time is 5:30 to 8:10 PM. Generally, classes of this length include a mid-class break. I have found that there is a better way. Many graduate students come to class directly from work, rushing in at the last minute. Latecomers disrupt the flow of the class. To minimize this problem, formal instruction will start at 5:40, and we will skip the break. The first ten minutes will be dedicated to informal discussion. Please be in your seat by 5:40. Feel free to bring food or drink – it is hard to learn on an empty stomach.

The university expects me to take attendance, and I will do so. But a more important reason for being in class is that if you miss a session, although you can obtain notes from a classmate, you will miss out on the hands-on work and the discussion. My PowerPoint presentation will be posted on Blackboard. It will supplement, *not* duplicate, the readings. You are expected to be conversant with both.

CLASS FORMAT

I do not give class-length lectures. I empower students to be self-directed learners. Research on pedagogy conclusively shows that active learning yields far better results than passive note-taking. Each class will utilize several formats:

1. IGR news of the week (15 to 30 minutes): Check the media daily for relevant events. I recommend *The New York Times*, *Washington Post*, or *Wall Street Journal*, in print or online. C-SPAN sometimes carries relevant programming. If you are an ASPA member, also check *PA Times* and the online newsletter, *Government Management Daily*. The *Star-Ledger*, in print or online, is a good source of information about Jersey-centric issues. Be prepared to lead a class discussion on your news item.
2. PowerPoint presentation (about 60 minutes): The slides will serve as the basis of a lecture on a topic related to IGR. The topics are listed below. The slides will be posted on Blackboard a few days before each class. I suggest that you print them out three to a

page and bring them to class. Having the basics on the slides will reduce the amount of note-taking and will improve your listening. Between April 9th and April 30th, my presentation will be replaced by student-led reports (next item).

3. Group reports (about 60 minutes): Issue teams (see below) will report on their work. I will serve as the moderator*; you will be the presenters and discussants. I will model the report format on November 1st. (*I will not be on campus on April 16th due to a religious holiday. Dean Hootnis has graciously agreed to cover the class for me.)
4. Collaboration time (30 to 45 minutes): Teams will focus on major IGR issues: education, housing, poverty and employment, health, transportation, and public safety/homeland security. Teams will have three or four members each. Between class sessions, the teams will use Blackboard Groups to collaborate.

OFFICE HOURS

I make it my business to be accessible to students. I do not have formal office hours set aside for students. During this semester, I generally plan to be in my office Mondays from 2 to 7 and Wednesdays and Thursdays from 11 to 4:30 (with a lunch break, usually 12:30 to 1:30). You are welcome to see me at any of those times. As I sometimes have appointments, I suggest that you check my availability first by emailing me at mgersh@andromeda.rutgers.edu or calling (973) 353-3703. Do not wait until you have a problem to come in. The better I know you, the more I can help you maximize your benefits from the course.

BLACKBOARD

Blackboard is an online instructional portal that offers many benefits for communication among students and between instructor and class. If you are not already familiar with it, there is a tutorial at <http://blackboardinfo.newark.rutgers.edu/tutorials.html>. Scroll halfway down the page to the section titled "Student Tutorials." In this course, you will use Blackboard, among other things, to access links to resources (such as the U. S. Constitution and the *Federalist Papers*), submit assignments, engage in discussions with classmates and with me, and review my PowerPoint slides.

GRADING

- Quiz: There will be one, on February 5th, that will test your knowledge of the U. S. Constitution. You may refer to a hard copy of the text of the Constitution, without commentary. You will not have access to any other materials (30 minutes, 10 points).
- Midterm exam: March 26th, covering everything through that date (1 hour, 15 points).

- Final exam: There will be a comprehensive final exam on the last class session, May 14th. “Comprehensive” means that it will cover the entire semester’s readings, my lectures, current events involving IGR, and all six issue reports (2½ hours, 35 points).
- News reports: Credit will be given each time you initiate a report (up to 4 points) or contribute to a discussion (1 point; maximum, 10 points for the course).
- Team reports: Credit will be evenly divided between individual and group effort. (15 points for individual effort, 15 points for the group’s effort; maximum 30 points).

All points will be awarded at my discretion.

Grades will be calculated as follows:

<u>POINTS</u>	<u>GRADE</u>
90-100	A
85-89	B+
80-84	B
75-79	C+
70-74	C
Less than 70	F

At my discretion, I curve grades slightly. For example, if you earn 88 or 89 points, you will receive an A. If you miss the cutoff by one point, I am sorry, but it has to be somewhere.

ACADEMIC INTEGRITY

Because you will be doing a great deal of writing and speaking in this course, it is essential that you understand what constitutes plagiarism. Either of these modes can be fine or can get you into trouble. Writers and speakers use other people’s words or ideas all the time. It is perfectly acceptable to do so, provided that you credit the original author, either in the text or in a footnote. This is necessary regardless of whether the originator is dead or alive, and whether or not the content is copyrighted. Failure to acknowledge the source of information is plagiarism, which is a serious academic offense. Plagiarism is not only unethical but also illegal; it is the theft of intellectual property. It is not limited to copying actual words, with or without quotation marks; paraphrasing without crediting the originator of the idea is also plagiarism. In grading your written assignments, I will use SafeAssign software that effectively searches for plagiarism. Do not even think about buying a term paper. SafeAssign’s database is full of papers on sale from term paper mills such as Get-an-A, Term Papers 4 U, Write Right, Essay Mania and Term Paper Meister. If I discover plagiarized content, you will receive a grade of zero and you will be reported to the university for disciplinary action. Plagiarism is easy to avoid: be aware of the need to credit sources.