Intergovernmental Management  
PUAD 5250/7250  
School of Public Affairs UC-Denver  
Fall 2014

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Virtual office hours: I will reply to emails within one or two business days. Let me know if you would prefer a phone call. I can be reached at 970-984-7032 or 970-456-5772 M-F.

Welcome to the course

Prepare to enter the complex, exciting, frustrating, and yet rewarding world of intergovernmental management (IGM)! It’s commonly understood that many policy arenas include local, state and federal agencies in the successful implementation of programs. Intergovernmental relations across organizations is a defining element of how many public programs are managed. Intergovernmental management challenges public leaders to manage ever-tight public budgets; collaborate and cooperate across multiple jurisdictions, nonprofit and private organizations; address pressing issues including disaster response and recovery, sustainability, social welfare, environmental protection, immigration, public works and safety—to name a few; and demonstrate that the performance of the responding public organization is sound to the public, elected officials and the overseers of grant funds. These issues are not static; changing conditions drive new approaches and the need for managers who are flexible, innovative and persistent. Recent political and economic shifts have only increased the challenge for intergovernmental managers.

This course explores three main themes:

**What does intergovernmental management mean in the context of our federal system of government?**

We consider some key literature in the field of intergovernmental management, intergovernmental relations and federalism. Here, we focus our attention on how local, state and national governments connect, both vertically and horizontally in our system of government. We’ll overview in broad terms the legal and constitutional underpinnings of our federal system. We consider the role of various governments in implementing policies.

**How has intergovernmental management changed in response to economic, political, administrative and technological conditions and what are some current issues in intergovernmental relations today?**

We consider the achievements, the failures and the new directions that have been part of the landscape of federalism and intergovernmental relations. We also consider the evolving role of state, local and regional government organizations in addressing issues as diverse as disaster response, environmental protection, or health care.

**What are the politics of intergovernmental management?**

We look at frameworks that help explain the context and process of managing across jurisdictions and how competing values and different institutional settings shape intergovernmental relations.
Specifically, we’ll explore relationships that exist among elected officials and state, local and national-level administrators tasked with running programs. We’ll look at fiscal constraints, incentives and mandates within the federal system.

In studying these broad themes, we engage in on-going and active conversation in our discussion forums, we apply our readings to assignments designed to hone skills in researching and diagnosing intergovernmental management, and we share our assessment of these policies. At the end of the semester, students should be able to:

1. Understand, critique and apply literature on intergovernmental management, intergovernmental relations and federalism. Understand the theoretical approaches and frameworks developed by scholars to explain federalism and intergovernmental relations.

2. Understand the structure of federalism and intergovernmental relations and the context of intergovernmental management.

3. Gain a deeper understanding of the history of intergovernmental relations, persistent and emerging issues in intergovernmental management, and the values that will likely shape future directions for public administrators.

4. Gain experience communicating a public manager’s perspective on issues that involve intergovernmental management.

This seminar builds several competencies for the MPA program, as described later in this syllabus.

**Format of the course**

This is an on-line discussion based seminar. A seminar format assumes the active participation of all members, and often involves a Socratic method of dialog, where instead of finding the “one” right answer, the emphasis is on the exchange of questions and comments focused on critical thinking and bringing new ideas and information to light. A seminar design is not a debate. It is a dialog, where the exchange of information helps lead all of us to new insights and understandings. Thus, we share our understanding, often applying previous readings or experiences. Each two-week session considers a new topic, based on the chapters from the texts and other reading materials/on-line assignments.

Suffice it to say that the nature of the class is highly interactive and that this interaction leads us to richer understandings of how public organizations relate to one another. I value your participation as we talk about intergovernmental management and work through some key concepts in the field. We can learn much from each other, and this seminar provides a forum for collaborative learning. The course is also designed to be reflective, as you consider how best to further develop your own approach to intergovernmental management. Finally, I hope that you develop networks with your seminar colleagues that persist after the seminar is over.

In order to successfully navigate the on-line seminar, you should acquaint yourself with the modules, announcements, and assignment links in Canvas. In particular, the course is based on two-week
modules (sessions) that organize the readings and assignments. Modules will go “live” a day before the official start date. I will provide course updates and reminders through the announcement tool of Canvas, and will also email information (so be sure to check your university email inbox).

**Required reading**

Two texts are required for the course:


Other readings are available in the files section of our on-line course, and will also be easily accessed in our discussion forums that you’ll find for each session. These materials will correspond to the session schedule noted below. Within the discussion forums, you will frequently find video clips and/or subject-based news articles that are not noted on the syllabus. These short readings are meant to amplify our conversations and reflect current events.

I like to provide options, so please also note that **YOU choose** which readings to give close attention. Our schedule presents a significant reading load. I’ve designed it so that you will be able to explore prominent scholarship in the field, as well as persistent IGM challenges. I hope that you’ll acquaint yourself with all of the materials, but you can choose which readings (chapters) to examine thoroughly, as these will be part of your analytical papers and discussions, as described in the next section.

**Assignments and method of evaluation**

You’ll be evaluated based upon your performance in discussion and on two papers:

1. **Class participation.** In keeping with the seminar format, your active and frequent participation is **highly valued**. The course is divided into two-week discussion sessions that begin every other Monday. Each session contains multiple discussion forums. These discussion forums center on readings, video clips, material taken from the text, intergovernmental management in the news, and other materials. These are meant to be thoughtful, challenging, highly interactive dialogs among classmates. And, they are meant to be FUN! (You may not think so right now, but trust me on this—it’s the best part of our class.) Think of this as a time for engaged and meaningful exchange among friends and colleagues about the topics in the session and for reflecting on intergovernmental issues.

When considering how many posts to make, I find it helpful to think of these discussions as occurring in a face-to-face class. If we were meeting as a seminar, we’d spend about **three hours a week in a seminar** discussing course materials. Plan on spending approximately **the same amount of time** in our virtual class in discussion. If possible, please arrange your professional schedule to be “in class” for discussion **twice a week**: Once early in the first week of the session (module) to post your initial response in one or more discussion forums; once later in the week to reply to your colleagues; repeat
these “visits” early and late in the second week of the session. You cannot make up missed weeks, so it’s important to “come” to class at least twice a week to post your replies. On-line seminars can be easy to put on the back-burner in lieu of pressing face-to-face professional or academic demands. Scheduling on-line seminar participation time will help you resist the temptation to skip the seminar.

Professors approach online discussions differently. I have no set number of required posts. I’d rather you spend the time in seminar and make thoughtful posts and replies to colleagues without having to count the number of posts. I do think, however, that you should be able to post an initial, individual response to one or more of the discussion questions, and at least two other posts as a responses to your colleagues during the three hours you spend in seminar. Since sessions run for two weeks, this would likely result in at least 6 posts per session (module), with two of those posts representing initial responses in two discussion forums. In evaluating participation, which will happen at the mid-term and end of term, I’ll ask you to comment on the amount of time you spent exchanging ideas with colleagues, and also to submit an initial post and response that you consider one of your best as part of your evaluation. Extended conversations are great—so please check back to see if your classmates have replied to your post.

Your responses should be clearly and fully articulated with correct grammar and spelling. Additionally, you should be able to demonstrate that you understand the session materials, and that you’ve read, watched or listened to the assignments before engaging in discussion. An excellent initial response to a discussion forum will be one that fully responds to the question, incorporates the reading materials assigned for the session, and demonstrates a solid understanding of the material. I would expect that your initial posts will require a paragraph or two to complete. An excellent reply to your colleagues extends the conversation. Simply saying, “well put” or “good post” does not further a conversation (though it’s a nice thing to do!). In addition to that comment, think about why you feel that post is on-target (or why you have a different take on the reading), and how you might add something to the discussion and our collective learning. Always engage in conversations that respect your colleagues.

Note: Sessions will usually contain five or more discussion forums. You choose the ones that interest you to make initial posts, and reply to your colleagues in any of the forums. This is done intentionally: your discussions will reinforce the concepts you’ll use to write your papers.

Discussion Leaders. Given the seminar format, we’ll have session discussion leaders with responsibility for facilitating conversations by asking questions, starting conversations, replying to seminar colleagues. You’ll be paired with a classmate or two, and I’ll provide the schedule at the beginning of the semester. When your team is guiding us in the two-week session, please plan on spending a bit more time in seminar (say an hour or two each week of the session). You need not reply to every post. You may introduce new materials (video clips, news articles, links, etc.) if you find them appropriate, or connect seminar topics to current or recent events. The key is to facilitate our conversation and to support and challenge us in our thinking about the topic of IGM.

*Your seminar participation contributes 30 percent of the grade.*
2. **Two analytical papers.** Your assignment is to analyze the readings from the first (or second) part of the semester, integrating key themes and concepts. In reflecting on the readings, you need not include them all. **Choose at least five chapters or additional reading assignments that illustrate key points that you want to make in your analysis.** The first analysis, due on **October 13**, covers the reading materials through the first four sessions; the analysis due on **December 8**, should emphasize five readings from the second half of the class, though it may also incorporate earlier readings or additional material.

A carefully written, complete analysis will likely be around 8-10 pages, typed, double-spaced, and no longer than 12 pages. Unless you are using readings other than our course material, you can simply use a parenthetical reference (Derthick, pg. 149). Since both texts are edited volumes, be certain to cite the author of the chapter, not the editor of the book. Students registered for PUAD 7250 (doctoral-level students) will be required to write longer papers, around 12-14 pages, no longer than 15 pages, and include at least seven readings. Note: Many of the seminar discussion forums encourage you to think critically about our readings, which in turn, form the basis of these analytical papers. There is an intentional synergy between discussion forums and your papers. Engaged participation in discussion will give you a solid head-start on these assignments.

There is no specific format for these analytical papers, but you should use course readings and forum assignments to return to one or more of the broad thematic questions noted earlier in the syllabus *(What does intergovernmental management mean in the context of our federal system of government? How has intergovernmental management changed in response to economic, political, administrative and technological conditions and what are some current issues in intergovernmental relations today? What are the politics of intergovernmental management?)*. You may also consider one or more of the following questions as a way to prepare your paper:

1. What to you are the most significant themes of intergovernmental relations/management from the readings? Do you see any key points or concepts that appear in multiple readings? How do these concepts and points connect to the guiding questions for the course?

2. What is the role of collaboration and/or conflict intergovernmental management? How might we work toward more effective processes?

3. How do institutional venues, changing political, historical, social, economic or technical contexts, and/or jurisdictional conditions influence intergovernmental management?

4. You can also select concepts from the readings and apply them to real-world examples. How do the reading theme or themes apply to a particular case/situation in your professional experience or organization?

The best papers contain an organizing concept that integrates the readings. Here’s one example that responds to the first question (key themes). Collaboration is a key theme in the readings that plays prominently in many of our readings. If one were to develop this theme, it would probably contain a discussion of what collaboration means in a federal system (as opposed, perhaps, to cooperative federalism), and the factors that influence intergovernmental actors to collaborate. Such a paper could
also include historical descriptions of collaboration in a legal and constitutional context, and how collaboration in our intergovernmental system has evolved (or failed to evolve) in the changing political dynamic. But that’s just one example—you should pick a topic that is interesting to you.

Strong papers will also be well-organized and well-written. I suggest an opening statement or introduction and an ending statement or conclusions that take the reader back to your main points. I find the use of a few subheads help structure the paper. Avoid the temptation to write a synopsis of each chapter (that is, to say something like “Chapter One was about...; Chapter Two concerned...and so on). Instead, integrate, compare and contrast the readings. Be analytical. As you outline the paper, ask yourself: how does one author’s discussion of this key concept compare with other readings? How do politics/democracy/context/budgeting influence intergovernmental management? Also, be precise, by referencing particular passages or sections from the readings. Use quotes, as appropriate, to illustrate your points, or use examples from the readings or professional experiences that support your observations.

As noted above, there is no need for a separate reference page for this assignment. However, if you use sources outside of our reading list, please provide a full citation at the end of the paper as well as in the text.

*Each analytical paper contributes 35 percent of the grade, or 70 percent of the seminar contribution.*

**Course Schedule**

*The following schedule provides an outline of our topics, required and suggested readings for each session. Discussion forums will largely be drawn from the required readings, but will also include video clips, websites, and other materials that help us apply readings to real-life examples. I may change readings or video clips, but will let you know in advance of the session. I encourage you to overview each two-week session and then decide the forums (and thus, the readings/video clips) that are of greatest interest to you. Remember to spend about three hours “in” class engaged in dialog with colleagues. Due dates for assignments will not change.*

**Session One: Framing intergovernmental management in historical and theoretical contexts (August 18-August 31). Look for Session One under the “modules” link in Canvas.**

This session provides an introduction to each other, the seminar and the topics of intergovernmental management, intergovernmental relations and federalism. It provides an overview of the historical evolution of federalism and models of national, state and local relationships.

*From O’Toole/Christensen:*

American Intergovernmental Relations: An Overview (pages 1-33)

Chapter 1: The federal system (Morton Grodzins)

Chapter 2: Models of national, state and local relationships (Deil Wright)
Chapter 3: The paradox of the middle tier (Martha Derthick)

Chapter 4: Intergovernmental management: a view from the bottom (Michael McGuire)

From Conlan and Posner:

Chapter 1: Introducing intergovernmental management and the challenges ahead (Conlan and Posner)


Watch: Martha Derthick, American Federalism Panel - Constitution Day Celebration 2011 (NOTE: Derthick's presentation is all that you need to watch if time is short. Forward to about 33 minutes into the clip and watch for about 15 minutes.) http://youtu.be/YhySySE2Pj0

Session Two: Legal aspects of intergovernmental relations (September 2-14—no seminar on Monday due to the Labor Day holiday). This section provides the legal context for IGM, beginning with the constitution and the Federalist Papers, and also considering the role of courts in interpreting the constitutional blueprint for intergovernmental relations.

From O’Toole/Christensen:

Chapter 5: The US Constitution (excerpts)

Chapter 6: Federalist No. 39 (James Madison)

Chapter 7: What the framers meant by federalism (Martin Diamond)

Chapter 8: Dead or Alive? The federalism revolution and its meaning for public administration (Christensen and Wise)

From Conlan and Posner:

Chapter 2: Updating theories of American federalism (Richard Nathan)

Chapter 3: Between a rock and a hard place: the evolution of American federalism (Conlan)

Suggested reading:


Chapter 27 for O’Toole/Christensen, “Medical marijuana: Implementing Gonzales v Raich”


CNN overview of the decision by the U.S. Attorney General regarding recreational marijuana in Colorado and Washington: No federal challenge to pot legalization in two states


Session Three: Political aspects of intergovernmental relations (September 15-28). This session highlights the interdependence found within the federal system and predictable tensions across governmental units. We continue to develop our understanding that the intergovernmental network is a political system, establishing opportunities for opposing interests to exercise influence and shape policy outcomes.

From O'Toole/Christensen:
Chapter 9: Governments as interest groups (Anne Marie Cammisa)
Chapter 10: Trends and issues in interstate cooperation (Ann O’M. Bowman)
Chapter 11: Office of intergovernmental affairs: more influential than ever (Ryan Holeywell)
Chapter 12: Ways of achieving federal objectives (Martha Derthick)
Chapter 13: Beyond preemption: intergovernmental partnerships to enhance the new economy (NAPA)

From Conlan and Posner:
Chapter 13: Mandates: the politics of coercive federalism (Paul Posner)
Chapter 14: Intergovernmental lobbying: how opportunistic actors create a less structured and balanced federal system (Troy Smith)


Also peruse the short article: @nprnews: Don't Expect States to Cooperate http://n.pr/10viOo8

Other suggested reading


Session Four: Fiscal aspects of intergovernmental relations (September 29-October 12). This session we more fully explore the fiscal aspects of the federal system. We look more specifically at the way money flows (or fails to flow) between governmental units. In addition to the issue of federal mandates and grants-in-aid, we also take a look at innovative approaches to economic development undertaken by cities and states, and attendant challenges.

From O’Toole/Christensen:

Chapter 14: The economics of intergovernmental grants (George Break)

Chapter 15: Federal grants-in-aid to state governments (Phillip Monypenny)

Chapter 16: Entrepreneurial cities, US federalism, and economic development (Alberta Sbragia)

Chapter 17: Why categorical grants (ACIR)

Chapter 18: Financing local government in a changing world (David Brunori)

From Conlan and Posner:

Chapter 12: Block grants and devolution: a future tool? (Carl Stenberg)

Suggested reading:


Watch: Paul Posner's presentation at SPA in 2014: http://www.screencast.com/t/N9v0t7Nnse9J

Watch: the ASCE’s 2013 report card on America's infrastructure: America's #infrastructure got a D+ in the new #ASCEReportCard. http://www.infrastructurereportcard.org/a/e/introduction. You can browse the executive summary here: America's #infrastructure got a D+ in the new #ASCEReportCard. http://www.infrastructurereportcard.org/a/p/overview/executive-summary. Optional: I'd encourage you to look at the separate videos posted under the navigation tab on the ASCE site (click under photos and video) (for example, the water video you'll find there: http://www.infrastructurereportcard.org/a/#e/water-video-01)

Watch: Federalism and Economic Growth (Brookings Institution) [http://youtu.be/DigwyZkxmZM](http://youtu.be/DigwyZkxmZM) (this is an extended discussion from Bruce Katz that we saw in Session One).

**First analytical paper is due October 13, covering at least five readings (from the two texts or suggested additional readings) from Sessions 1-4.**

**Session Five: Administrative aspects of intergovernmental relations (October 13-26).** This session takes us deeper into topics that were introduced in earlier sessions, as we look at the coercive and cooperative elements of intergovernmental management.

**From O’Toole/Christensen:**

Chapter 19: Tense commandments: federal prescriptions and city problems (Pietro Nivola)

Chapter 21: The techniques of intergovernmental regulation (US ACIR)

Chapter 23: Another look at bargaining and negotiating in intergovernmental management (Robert Agranoff and Michael McGuire)

Chapter 24: American public administration and impacts of international governance (O’Toole and Hanf)

**From Conlan and Posner:**

Chapter 4: Intergovernmental finance in the new global economy: an integrated approach (Raymond Scheppach and Frank Shafroth)

Chapter 9: Regionalism and global climate change policy: revisiting multistate collaboration as an intergovernmental management tool (Barry Rabe)


**Other reading:**


Watch: The 4 commandments of cities [http://on.ted.com/Paes](http://on.ted.com/Paes)


**Session Six: Testing the intergovernmental system: issues and challenges (October 27-November 9).** In this session we focus more closely at how intergovernmental management occurs in various policy arenas and during times of crisis.

**From O’Toole/Christensen:**

Chapter 25: Homeland security: The federalism challenge (Donald Kettl)

Chapter 26: Federalism by waiver: Medicaid and the transformation of long-term care (Thompson and Burke)

Chapter 28: Policy innovation or vertical integration? A view of immigration federalism from the states

Chapter 29: National Health Care (US Supreme Court case)

**From Conlan and Posner:**

Chapter 5: Developing a national homeland security system: an urgent and complex task in intergovernmental relations (Charles Wise and Rania Nader)

Chapter 6: Accountability and innovation: new directions in education policy and management (Kenneth Wong)


Other reading:


Watch: The Storm (http://www.pbs.org/wgbh/pages/frontline/storm/)


Session Seven: Issues of governance in the intergovernmental system (November 10-23) NOTE: Fall break week runs from November 24-November 30—no posts are needed.

We focus this session on issues of oversight and accountability, looking at how we measure performance in intergovernmental arenas. We also look briefly at international aspects of intergovernmental relations.

From Conlan and Posner:

Chapter 10: From oversight to insight: federal agencies as learning leaders in the information age (Shelley Metzenbaum)

Chapter 11: Performance management and intergovernmental relations (Beryl Radin)

From O’Toole/Christensen:

Chapter 24: American public administration and impacts of international governance (Laurence O’Toole and Kenneth Hanf)

Chapter 30: Intergovernmental relations and federalism: its past, present and future, and does anyone care? (Jonathan Walters)


Other reading:


Watch: Coding for a better government (http://www.ted.com/talks/jennifer_pahlka_coding_a_better_government.html)

Watch: Performance Management Recommendations for the New Administration http://youtu.be/nSZ0xK_Suk (Rutgers School of Public Affairs and Administration)

Watch: Why Good Management is Good Politics http://youtu.be/MSbkkVZBjgw (Rutgers School of Public Affairs and Administration)


Watch: http://bcove.me/ph6wdztu (go to 16 minutes into the clip)

Watch: Why mayors should rule the world: http://on.ted.com/Barber


**Session Eight: Concluding thoughts about American intergovernmental management and continued discussion of emerging issues (December 1-5).** In this short session, we revisit the themes of the course.

From O'Toole/Christensen:

American intergovernmental relations: concluding thoughts (p. 395-398)

From Conlan and Posner:

Chapter 15: Conclusion: managing complex problems in a compound republic (Posner and Conlan)

Other reading:

The second analytical paper drawing on key concepts and themes from at least five readings from the second half of class is due December 8.

Course Policies

Grading: The grade equivalent for the scale is: 94-100 = A; 90-93 = A-; 88-89 = B+; 84-87 = B; 80-83 = B-; 78-79 = C+; 74-77 = C; 70-73 = C- (and so on...). An “Incomplete” (I) grade is reserved for rare circumstances, such when a student has an unexpected personal crisis or emergency during the semester and cannot feasibly complete the course requirements.

Submitting Assignments:

Please submit all assignments via our Canvas course. Save and upload your files as Word or pdf documents using a simple description for your file name (such as scheberlefirstpaper.pdf). Assignments have a 12 hour grace period (noon the following day of the date due). Assignments submitted after the grace period will be reduced by five points. Assignments more than one week late will generally not be accepted. If you are unable to complete the assignment on time, please contact me by email prior to the due date.

Academic Honesty and Student Conduct

Students must provide proper citations or references to source material for written assignments. See my note above, however, for citing our texts. Copying or borrowing other people’s words, ideas, or concepts without proper citations or references constitutes plagiarism. Direct quotes must be cited with quotation marks and page numbers. Paraphrasing the ideas of others also requires referencing and citing the source material. Note, you can incorporate material in your posts into the two analytical papers without citing yourself.

Access, Disability, Communication

Students with disabilities requiring accommodations, please contact the Office of Disability Resources & Services located in NC#2514 (or call 303-556-3450 TTY 303-556-4766). The staff will assist you in both determining reasonable accommodations as well as coordinating these accommodations.

Course Success

Active, informed participation in seminar discussion is essential for your success and for establishing an active learning environment that will benefit the entire class. As a graduate student, your professional and prior academic experiences and knowledge will help us extend our understanding of the complexity of intergovernmental management. We will learn from each other and have fun in the process.
If you encounter technical difficulties accessing the Canvas course or video clips, contact the help desk (contact information is on the university website, and help is available 24-7). If you have trouble with a link, contact me.

Should you encounter any course-related challenges or difficulties, please discuss them with me as early as possible during the semester. I’m as close as an email or phone (970-984-7032) and will usually respond on the same business day.

**MPA learning objectives**

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<tr>
<th>MPA Learning Objectives and Competencies addressed in this seminar (part of the SPA universal competencies)</th>
<th>Activities Toward Achieving Learning Objectives</th>
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<tr>
<td>1. The student understands the roles and realities of public administration in society.</td>
<td>Students will explore central readings in the field of intergovernmental relations and management, and discuss these readings in seminar by applying them to current and “real-world” examples.</td>
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<td>2. Be able to communicate effectively in writing to a variety of audiences – includes knowing the audience and its needs and expectations</td>
<td>Students will prepare two analytical papers synthesizing the broad themes of intergovernmental management, and demonstrating a sensitivity to various stakeholders.</td>
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<td>3. Understand and be able to apply different perspectives and assumptions to generate policy and management decision alternatives or to affect substantive change in other realms of public management and administration</td>
<td>Students will consider wide-ranging issues in seminar, assuming the perspective of a local, state or federal manager. Students will apply theoretical knowledge gleaned from seminar readings. They will engage in dialog with colleagues, describing the benefits of various approaches to the issue.</td>
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