

**URPA 5309  
FEDERALISM AND INTERGOVERNMENTAL RELATIONS**

INSTRUCTOR: RICHARD L. COLE

FALL, 2014

Class Times: Wednesday, 6-8:50  
Office Hours: Monday, 3-6; Wednesday, 3-6

**COURSE SYLLABUS**

**GENERAL**

This course is designed to introduce students to a sampling of the literature in federalism and intergovernmental relations with a special focus on the implications of federalism and its changing nature on state and local management and on policy and policy making in the United States. Although the focus is primarily on intergovernmental relations as they exist in the United States, we will occasionally touch on federal issues in a comparative context.

In the first part of the course we will consider the philosophical origins and historical developments of federalism. In the second part we will examine fiscal, administrative, and coordination issues surrounding the development and implementation of domestic policy in the U.S. federal system. In the third part we will consider public attitudes toward the U.S. and other federal systems as well as the future of American federalism.

Each class session will begin with comments and lectures by the instructor, followed by student presentations of selected readings. Student presentations should be brief (about 5 to 10 minutes, followed by questions and answers). Students should provide outline of their presentations to all students.

Throughout, the student is expected to understand the theoretical justifications for the various institutional proposals to be considered as well as the behavioral results of these proposals.

**COURSE GRADES:**

Grades will be based on a midterm exam, a final exam, and in-class discussion and reports. The midterm and final exams will count for about 80% of the grade, the in-class discussion and reports about 20%.

## STUDENT LEARNING OUTCOMES:

Students will be able to identify the particular legal, political, and constitutional characteristics of federal systems in federations other than the United States.

Students will be able to recognize the federal nature of policy issues as they arise in the United States, and will be able to articulate the constitutional basis on which these issues probably will be resolved.

Students will be able to identify the various phases of federalism in the United States and provide examples of executive, legislative, and judicial decisions relevant to each phase.

Students will be able to identify various federalism “tools” and strategies available to each level of government as each level strives to influence the other, and will be able to predict the circumstances under which each tool will be utilized.

Students will be able to describe how the concept of federalism contributes to democratic practices and policy in the United States and elsewhere.

**EXPECTED COMPETENCIES:** “To identify and explain the institutional, structural and political contexts of policy making;” “To identify and explain the policy making process, including problem definition, agenda setting, policy formation, implementation, and evaluation;” To incorporate interest groups, executive-legislative relationships, judicial decision-making, and the media in the policy process.”

**TEXT:** 1. Readings: Federalism and Intergovernmental Relations,  
Photocopies, UTA Bookstore

**THE ESSENTIALS:** Although students are required to purchase none of the following, all students should have access to and be basically familiar with the following essential readings in American federalism and intergovernmental relations:

1. Alexander Hamilton, James Madison, John Jay, The Federalist Papers, 1788 (any edition).

View: <http://www.c-span.org/Events/The-Federalist-Papers/20271-1/>

2. James Madison, Debates in the Federal Convention of 1787, 1836 (any edition).

3. John P. Kaminski and Richard Leffler, Federalists and Antifederalists: The Debate Over the Ratification of the Constitution (Madison, WI: Madison House Publishers,

1989).

4. John C. Calhoun, "On the Relation Which the States and General Government Bear to Each Other (The Fort Hill Address)," 1831.

5. [www.library.unt.edu/gpo/acir/](http://www.library.unt.edu/gpo/acir/). A site providing a history of the U.S. Advisory Commission on Intergovernmental Relations, as well as access to electronic publications maintained by ACIR until its demise in 1996.

6. <http://www.census.gov/compendia/statab>. Provides access to U.S. census data, especially Statistical Abstract of the United States.

7. [www.census.gov/govs/](http://www.census.gov/govs/). Main access to all census information on U.S. federal, state and local governments, including information on employment and payrolls, financial statistics, and structure of governments.

8. [www.forumfed.org/](http://www.forumfed.org/) Site maintained by the Forum of Federations, an international network of federations, that contains an on-line library with more than 600 studies, papers and articles on federal issues in a comparative context.

9. Publius: The Journal of Federalism. Leading scholarly journal on issues of federalism, both nationally and internationally.

## **COURSE OUTLINE AND ASSIGNMENTS**

**August 27: Introduction to course and our federal system of governing**

**September 3: Federalism and Public Policy: An Introductory Look**

**Assignments: Part A, Packet**

**Reports:**

1. J. Mitchell Pickerill, "Medical Marijuana Policy and the Virtues of Federalism," Publius: The Journal of Federalism, 2008, pp. 22-55. [PICKERILL]
2. Lilliard E. Richardson, "Federalism and Safety on America's Highways," Publius: The Journal of Federalism, 2009, pp. 117-137. [RICHARDSON]
3. Lawrence Sager, "Cool Federalism and the Life Cycle of Moral Progress," in James Gardner, New Frontiers of State Constitutional Law (Oxford Press, 2011). [SAGER]

**September 10: Montesquieu, Madison, and the Science of Governing**

**Assignment: Part B, Packet**

**Reports:**

1. Federalist # 10  
By James Madison [LOCATED IN COURSE PACKET]
2. James Madison, "Vices of the Political System of the United States," April 1787. [LOCATED IN COURSE PACKET]
3. A.E. Dick Howard, "Does Federalism Secure or Undermine Rights?," in Ellis Katz and G. Alan Tarr, eds., Federalism and Rights (London: Rowman & Littlefield, Inc., 1996), 11-29. [HOWARD]
4. Lee Ward, "Montesquieu on Federalism," Publius: The Journal of Federalism, Fall 2007, pp. 551-578. [WARD]

**September 17: American Federalism: The Beginnings**

**Assignment: Part C, Packet**

**Reports:**

1. James Madison, "The Conformity of the Plan to Republican Principles, (Federalist #39), 1787. [MADISON-39]
2. Brutus I, New York Journal, October 18, 1787 [BRUTUS 1]
3. Donald Lutz, "The Articles of Confederation as the Background

to the Federal Republic," Publius: The Journal of Federalism (winter, 1990), 55-70. [LUTZ]

**September 24: The Changing Nature of American Federalism, 1787-Present**

**Assignment: Part D: Packet**

**Reports:**

1. Alice M. Rivlin, "Rethinking Federalism for More Effective Governance," Publius: The Journal of Federalism, Summer, 2012, 387-400. [RIVLIN]
2. J. Mitchell Pickerill and Cynthia J. Bowling, "Polarized Parties, Politics, and Policies: Fragmented Federalism in 2013-2014," Publius: The Journal of Federalism, Summer, 2014, 369-398. [PICKERILL-2]
3. John Kincaid and Richard L. Cole, "Is Federalism Still the 'Dark Continent' of Political Science Teaching?," Political Science and Politics, 2014, Forthcoming. [COLE2]

**October 1                      Fiscal Federalism**

**Assignments:              Part E, Packet**

**Reports:**

1. Ronald Watts, "The Distribution of Finances," in Watts: Comparing Federal Systems (McGill-Queens Press, 2008), 95-116. [WATTS]
2. Andre Lecours, "Federalism and Fiscal Policy: The Politics of Equalization in Canada," Publius: The Journal of Federalism, Fall, 2010, 569-596. [LECOURS1]
3. Shama Gamkhar, "Political Economy of Grant Allocations: The Case of Federal Highway Demonstration Grants," Publius: The Journal of Federalism, Winter, 2008, 1-21. [GAMKHAR]

**October 8:                      Madison the "Democrat;" Review for Midterm Examination**

**October 15:                    Mid Term Examination**

**October 22:                    IGR Tools: Power and Politics (The "Game Theory" of Federalism)**

**Assignment: Part F, Packet**

**Reports:**

1. Bryan Shelly, "Rebels and Their Causes: States Resistance to No Child Left Behind," Publius: The Journal of Federalism, Summer, 2008, pp. 444-469. [SHELLY]
2. Alesha E. Doan, "Saying No to Abstinence-Only Education: An Analysis of State Decision-Making," Publius: The Journal of Federalism, Fall, 2012, 613-635. [DOAN]
3. Kathleen Hale, "Adopting, Adapting, and Opting Out: State Response to Federal Voting System Guidelines," Publius: The Journal of Federalism, Summer, 2013, 428-451 [HALE1]
4. John Dinan, "Implementing Health Reform: Intergovernmental Bargaining and the Affordable Care Act," Publius: The Journal of Federalism, Summer, 2014, 399-425. [DINAN-2]

**October 29: Governmental Coordination: Part I**

**Assignment: Part G, Packet**

**Reports:**

1. Ann Bowman, "Expanding the Scope of Conflict: Interest Groups and Interstate Compacts," Social Science Quarterly (September, 2010), 669-688. [BOWMAN]
2. Grady deGolian, "The Evolution of Interstate Compacts," The Book of the States, 2012. [DEGOLIAN1]
3. Ailsa Henderson, "Reflections on the 'Devolution Paradox': A Comparative Examination of Multilevel Citizenship," Regional Studies, 2013, 303-322. [HENDERSON]

**November 5: Governmental coordination: Part II**

**Assignment: Part H, Packet**

1. Dagney Faulk, "City-county Consolidation and Local Government Expenditures," State and Local Government Review, June, 2012, 196-205. [FAULK]
2. Drew Dolan, "Local Governmental Fragmentation: Does It Drive Up The Cost of Government?," Urban Affairs Quarterly, September, 1990, pp. 28-45. [DOLAN]
3. Mark Rosentraub, "City-County Consolidation and the Rebuilding of Image: Fiscal Lessons from Indianapolis," State

and Local Government Review, 2000, 180-191.

[ROSENTRUB1]

4. Marie-France LeBlanc, "Two Tales of Municipal Reorganization: Toronto's and Montreal's Diverging Paths Toward Regional Governance and Social Responsibility," Canadian Journal of Political Science, September, 2006, 571-590. [LEBLANC1]
5. W. E. Lyons, "Government Fragmentation Versus Consolidation," Public Administration Review, (Nov/Dec, 1989), pp. 533-544. [LYONS]

## **November 12: Is Federalism Pro- or Anti-Democratic?**

**Assignment: Part I, Packet**

**Reports:**

1. John Kincaid, "Federalism: The Highest Stage of Democracy?" Democratizations: Comparison, Confrontations, and Contrasts, ed. Jose V. Cipurut. Cambridge, MA: The MIT Press, 2008, pp. 93-117. [KINCAID 4]
2. Alfred Stepan, "Federalism and Democracy," in: Dimitrios Karmis and Wayne Norman, Theories of Federalism (Macmillan, New York: 2005), 255-268. [STEPAN]
3. Kevin Arceneaux, "Does Federalism Weaken Democratic Representation in the United States," Publius: The Journal of Federalism, 2005, 297-312. [ARCENEUX]

## **November 19. Federalism and Public Opinion**

**Assignment: Part J, Packet**

**Reports:**

1. Mitchel Herian, "Trust in Government and Support for Municipal Services," State and Local Government Review, May 2014, 82-90. [HERIAN]
2. Sandra Schneider, "Public Opinion Toward Intergovernmental Policy Responsibilities," Publius: The Journal of Federalism (winter, 2011), 1-30. [SCHNEIDER]
3. Richard Cole and John Kincaid, "Citizen Evaluations of Federalism Performance in Four Federal Politics," presented to International Political Science Association, July, 2012. [COLE1]

**December 3:                      Review and Wrap Up**

**December 10:                  Final Exam**

**AMERICAN WITH DISABILITIES ACT**

As faculty members, we are required by law to provide “reasonable accommodation” to students with disabilities. Your responsibility as a student rests with informing us at the beginning of the semester and in providing authorized documentation through designated administrative channels. [See the amended Rehabilitation Act of 1973 (Public Law 93112); and the Americans With Disabilities Act (ADA).

**ACADEMIC DISHONESTY**

It is the philosophy of The University of Texas at Arlington that academic dishonesty is a completely unacceptable mode of conduct and will not be tolerated in any form. All persons involved in academic dishonesty will be disciplined in accordance with University regulations and procedures. Discipline may include suspension or expulsion from the University “Scholastic dishonesty includes but is not limited to cheating, plagiarism, collusion, the submission for credit of any work or materials that are attributable in whole or in part to another person, taking an examination for another person, any act designated to give unfair advantage to a student or the attempt to commit such acts.” (Regents’ Rules and Regulations, Part One, Chapter VI, Section 3, Subsection 3.2, Subdivision 3.22).

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