

Public Administration (PADM) 5800  
Problems and Possibilities in Local and State Government Relations  
Winter Term, 2002

Professors: Patrick Johnston and Dr. Susan H. MacDonald  
Class meetings: Mondays and Wednesday s: 6:00-10:00 p.m. in Stockton  
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**Required texts**

DeBow, Ken and Syer, John C. (1999 or 2000) Power and Politics in California.  
Addison Wesley Longman, Inc.

Johnston, Patrick (2002) "The New Legislature." Unpublished manuscript but  
publication pending, available on course web site (see URL above).

Silva, J. Fred and Elisa Barbour (1999) The State-Local Fiscal Relationship in  
California: A Changing Balance of Power. San Francisco: Public Policy Institute of  
California. <http://www.ppic.org/>

**Recommended texts (additional readings that may be helpful with various  
assignments)**

Barbour, Elisa and Paul G. Lewis (1998) Development Priorities in California Cities:  
Results from a PPIC Survey. (Occasional Papers) San Francisco: Public Policy  
Institute of California. <http://www.ppic.org/>

California. Legislature. Legislative Analyst's Office. (2001) Addressing the State's  
Fiscal Problem. (available in PDF or HTML format from  
[http://www.lao.ca.gov/2001/budget\\_options/1201\\_budget\\_options](http://www.lao.ca.gov/2001/budget_options/1201_budget_options))

California. Legislature. Legislative Analyst's Office. (2001) Realignment Revisited: An Evaluation of the 1991 Experiment in State-County Relations. (available in PDF or HTML format from <http://www.lao.ca.gov/>)

California. Legislature. Legislative Analyst's Office. (2000) Reconsidering AB 8: Exploring Alternative Ways to Allocate Property Taxes. (available in PDF or HTML format from <http://www.lao.ca.gov/>)

California. Legislature. Legislative Analyst's Office. (1999) Shifting Gears: Rethinking Property Tax Shift Relief. (available in PDF or HTML format from <http://www.lao.ca.gov/>)

California. Legislature. Legislative Analyst's Office. (1997) Major Milestones: 25 Years of the State-Local Fiscal Relationship. (available in PDF or HTML format from <http://www.lao.ca.gov/>)

Dardia, Michael (1998) Subsidizing Redevelopment in California. San Francisco: Public Policy Institute of California. <http://www.ppic.org/>

Dresch, Marla and Steven M. Sheffrin (1997) Who Pays for Development Fees and Exactions? San Francisco: Public Policy Institute of California. <http://www.ppic.org/>

Lewis, Paul G. (1998) Deep Roots: Local Government Structure in California. San Francisco: Public Policy Institute of California. <http://www.ppic.org/>

Lewis, Paul G. and Elisa Barbour (1999) California Cities and the Local Sales Tax. San Francisco: Public Policy Institute of California. <http://www.ppic.org/>

Shires, Michael (1999) Patterns in California Government Since Proposition 13. San Francisco: Public Policy Institute of California. <http://www.ppic.org/>

Shires, Michael, John Ellwood, and Mary Sprague (1998) Has Proposition 13 Delivered? The Changing Tax Burden in California San Francisco: Public Policy Institute of California. <http://www.ppic.org/>

### **Course organization**

This is an elective course in the MPA curriculum. As such, it is assumed that students have enrolled in the course because they are interested in the material being covered, not because they are obliged to take the course as part of an MPA requirement. The course will be conducted as a seminar. Students will be

expected to take an active role in class meetings by staying current with reading assignments and participating in class discussions.

Class attendance is expected. Occasionally people will become ill or working students will miss class for professional reasons. When this occurs, students are expected to inform the instructors of their inability to attend class in advance, but at least before class begins either by leaving a message in the department office or by contacting the professor directly. Regardless of the reason, students who miss class will be expected to prepare summaries of any readings assigned for that day. Students who miss more than one class without permission of the instructor will have their final grade lowered 5 points for each additional session missed. Moreover, the instructor reserves the right to drop students who miss three or more classes (with or without permission) from the course.

### Course content and objectives

Interest in state and local relations has grown in recent years. This is in part the result of interest since the 1980s to devolve federal responsibilities to the states, including programs funded by the federal government but implemented by localities. In California, the fates of the state and localities have been increasingly intertwined since the passage of Proposition 13 in 1978. That initiative drastically reduced property taxes—the principal source of county revenue—and transferred responsibility for collecting and disbursing these funds directly to the state.

This course will attempt to examine the relationship between the institutions of state government in California and those of cities and counties. It will do so by exploring several policy areas. It is hoped that these different policy areas will illustrate different dimensions of the relationship and suggest a more complex relationship than is generally perceived.

Students will gain an appreciation of these diverse policy areas through background readings, discussions with prominent actors in the field, and participation in mock legislative hearings. Students will share responsibility for the mock hearings, with some playing the role of legislators and others the role of local government officials and various policy advocates who make their case before the legislature. Testimony will consist of both prepared statements and ad hoc responses to legislators' questions.

Acquiring a familiarity with policy analytic and legislative tools will be an important part of the student's learning and will be demonstrated through their use of these tools in the mock hearings. Students will be expected to prepare a final paper summarizing their thoughts about the future direction of the relationship between state and local governments in California and the reasons for their conclusions.

### **Assignments and grading**

#### **Class participation independent of mock hearings (15%)**

All students are expected to have completed the readings for class and to participate in class discussions.

#### **Mock hearings (15% each or 60%)**

Each student will be expected to participate either as a legislator or interested party in four mock hearings during the term.

#### **Final Presentation and Paper (25%)**

As noted above, each student will be expected to prepare a final paper summarizing their thoughts about the future of state and local relations in California. Because of the time constraints, papers will be expected to be approximately 10 pages in length. In preparing a final analysis, you will be expected to integrate information from all parts of the course.

Student presentations are scheduled for February 4, the last night of class. All papers must be submitted at that time—the date set aside for the final exam.

Grades will be calculated as follows:

Class briefings:	(4*15)	60%
Assigned readings discussion:		15%
Final paper and presentation:	<u>25%</u>	
Total		100%

### **Plagiarism**

Intellectual honesty is central to any academic endeavor. However, in graduate work it is especially important—both for the student and the profession in which he or she is engaged. It is important for students to grapple honestly with the material so that they may find their place within the profession. Developing careful habits of independent thinking as well as attribution of ideas is vital to the intellectual endeavor.

Occasionally students will assume that an idea they have encountered in their readings or class is “common knowledge” in the way that we comment on the weather or the latest popular theory about the economy. But it is a mistake to equate graduate study with popular culture—even when the latest trends are making an impact on professional activities. What sense we make of this interaction, how we approach new trends, what analyses we construct, are all products of creativity and scholars’ livelihoods depend on recognition of their

contributions to this collective understanding. As such, attribution of ideas is an essential part of the scholarly enterprise.

Intellectual honesty is equally important for the profession, which develops and evolves only through the work of its participants. The classroom, then, provides valuable space for the open exchange of ideas and the nurturing of habits that promote and sustain intellectual honesty. The assigned texts provide good examples of how academics analyze concepts and positions at the same time that they give others credit for introducing the idea into the collective professional consciousness.

### **Course Outline**

#### **Class 1: Monday, January 7**

- Overview of class
- Review of structure and history of California government
- Review of development of local governments
- Assign teams to debate issues in future classes:
  - 1) Affordable housing legislation
  - 2) Sales tax initiatives
  - 3) Job training programs and economic development
  - 4) Regional cooperation legislation
- Readings: Syer Ch. 1 and 2; article by P. Johnston (on the web)

#### **Class 2: Wednesday, January 9**

- How a bill becomes a law and principal stages in development and passage of the state budget
- How cities and counties respond to state and federal mandates
- Readings: Syer Ch. 7 and 11

#### **Class 3: Monday, January 14: Move to Saturday or another evening class?**

- Where the money goes: budgeting 2002
- Politics of the new state budget proposal
- Reaction of local government to new state budget
- Guests: Sara Cortes, City of Stockton; Rosa Lee, San Joaquin County

#### **Class 4: Wednesday, January 16**

- Redevelopment: Essential tool or taxing trick
- Guests: Steve Pinkerton, City of Stockton; Peter Detweiler, State Senate
- Mock legislative hearing on affordable housing issue

**January 21: No class; Martin Luther King Day**

**Class 5: January 23**

- Transportation: Driving Everyone Crazy
- Guests: Andy Chesley, COG; Dana Cowell from Caltrans, District 10
- Mock public hearing on sales tax initiatives

**Class 6: Monday, January 28**

- Job Training: How many programs are enough
- Economic Development: Government as Enabler and Cheerleader
- Mock public hearing on proposal to reorganize job-training programs

**Class 7: Wednesday, January 30**

- Regional Cooperation: Why it is essential, how to make it work, what is the state's role
- AB 680, where rhetoric and revenue collide
- Mock public hearing on proposal to encourage effective intergovernmental cooperation through legislation

**Class 8: February 4**

- Student presentations and discussion of "Perspectives and Possibilities for State and Local Governance"
- Wrap Up