

## **SPEA L-564 Local Governance and Management**

**Fall 2024**

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### **Instructor**

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### **Class Schedule**

**Tuesdays and Thursdays**

3-4:15 PM

PV 275 (SPEA Building)

### **Course Description**

This course covers the governance and professional management of local communities, with particular attention to cities, towns, and counties' forms, processes, and policies. Readings and case studies will focus on local government management relating to leadership, collaboration, equity in public engagement and co-production of services, planning, and operations. Also covered will be the practices, skills, vocabulary, values, and ethics of professional local government management, enhanced by guest practitioners, discussions, and written assignments.

Local governance is multidisciplinary and covers more topics than can be covered in a one-semester course. I have opted for width and diversity rather than depth and specialization to expose you to various issues that may be useful in both gaining a broader understanding of the complexity of local governance as well as pursuing a career in local government. The class schedule is non-linear; it was developed to accommodate the schedule of guest practitioners and the ICMA conference.

### **Learning Outcomes and Competencies**

Upon completing this course, you should be able to:

1. Understand and explain the forms and functions of local government in the U.S. in the language of citizens and policymakers.
2. Understand and explain the roles and responsibilities of professional local government managers.
3. Understand and apply the principles of integrity and ethical reasoning in discretionary decision-making.
4. Work professionally within the community and the political environment in which local government managers practice.
5. Understand and explain the roles and relationships among key local and other elected and appointed officials in the policy formulation and implementation processes.
6. Draft and review administrative policies and legislation.

7. Understand the work of professional local government managers to decide whether to pursue this career.
8. Communicate professionally in writing, work collaboratively, and make professional presentations.
9. Participate knowledgeably in job interviews for entry-level professional positions in local government management or a related field.

### **For International Students**

This course focuses on local governments in the U.S., which differ significantly from those in much of the world. U.S. cities generally enjoy more autonomy and a wider range of revenue sources than many international counterparts and take many different forms rather than a single centrally prescribed form. This makes U.S. local governments different, not better. You should feel comfortable adapting assignments to your home nation's governance and cultural norms or pointing out where lessons learned may or may not be transferable. I welcome suggestions for adapting this course to your needs and circumstances.

### **O'Neill School Expectations of Civility and Professional Conduct**

The O'Neill School takes matters of honesty and integrity seriously because O'Neill is the training ground for future leaders in government, civic organizations, health organizations, and other institutions charged with providing resources for the public, and for members of society who are vulnerable and who are lacking in power and status. Precisely because O'Neill graduates tend to rise to positions of power and responsibility, it is critical that the lessons of honesty and integrity are learned early.

The focus of this course is on local governance and management. Within that focus, I have selected class materials that present a variety of topics and arguments, including professional ethics and corruption, social equity and justice issues, and democratic responsiveness. To that end, connections between our course and current and/or historical events outside the classroom may come up in lectures and class discussions. The ability to understand and analyze connections among ideas and events is a core skill in a professional career and will stand you in good stead in your life beyond IU.

O'Neill requires that all members of its community – students, faculty, and staff – treat others with an attitude of mutual respect both in the classroom and during all academic and nonacademic activities outside the classroom. A student is expected to show respect through behavior that promotes conditions in which all students can learn without interruption or distraction. These behaviors foster an appropriate atmosphere inside and outside the classroom:

- Students are expected to attend class regularly and to be prepared for class.
- Students must be punctual in their arrival to class and be present and attentive for the duration of the class. Eating, sleeping, playing on phones, doing work for another class, wandering in and out of the classroom, and packing up or leaving class early are not civil or professional behaviors.
- Students must abide by the course policy regarding use of electronic devices in the classroom.
- Students must responsibly participate in class activities and during team meetings.
- Students must address faculty members, other students, and others appropriately and with respect, whether in person, in writing, or in electronic communications.
- Students must show tolerance and respect for diverse nationalities, religions, races, sexual orientations, and physical abilities.
- Students must not destroy or deface classroom property nor leave litter in the classroom.

## Required Readings

The primary textbook is *Managing Local Government: An Essential Guide for Municipal and County Managers*, Kimberly L. Nelson and Carl W. Stenberg (eText).

*Making It Work: The Essentials of Council-Manager Relations*, Kevin Duggan and Mike Conduff, ICMA (a secondary textbook we will use for some topics; available free on Canvas).

Not everything in the readings will be discussed in class, and not everything discussed in class is covered in the readings. Additional readings may be assigned throughout the semester as new materials appear or topics on the current syllabus expand in importance. All readings will be listed in the weekly course modules on Canvas; students should routinely check these modules to be aware of any changes or additions.

## Optional Readings for Those Who Thirst for More

*Caught Between the Dog and the Fireplug, or How to Survive Public Service*, Kenneth Ashworth, Georgetown University Press, 2001. ISBN: 978-0878408474

*A Journey of Challenge, Commitment and Reward Tales of a City/County Manager*, James M. Bourney. 2020. Bourney Consulting. ISBN-10 1735081116

## Written Assignments

Written assignments support the course learning outcomes and competencies. I will grade assignments based on content, analysis, format, and presentation. The description of each assignment contains specific elements to be included in the submitted document. Grading rubrics will be provided. The absence of a required element will be penalized in the computation of the assignment grade. Missed assignments cannot be made up and will be given a grade of zero.

Assignments must meet rigorous professional writing standards, including the lack of any spelling, punctuation, or grammatical errors. The default format is single-spaced, with 1" margins, 11 pt.—Serif font.

I will post assignment descriptions and grading rubrics on Canvas two weeks before their due date.

**Hometown Overview:** To begin our study of city management, it seems appropriate to start with someplace familiar: the place you think of as home. The assignment description provides the data and observations to present about this locality.

**Policy Memo and Resolution:** Writing administrative policies and legislation is a skill that public managers must acquire. This assignment provides an opportunity to become familiar with this process by drafting a policy, cover memo, and formal resolution approving the new policy, reviewing and evaluating a draft document, and revising and resubmitting documents.

**Case Analyses:** Four management case studies are to be analyzed. Each analysis should be no more than three pages long and discuss the case's relevance to the course and assigned readings. A reflection of a lesson you learned that could be useful in the future concludes each analysis.

These assignments aim to help you prepare for class discussions and create the opportunity to critically reflect on the material and sharpen your professional writing skills. A full explanation of how to complete a case study and the grading rubric for cases is posted with the first case on Canvas.

**Council Meetings Report:** To better understand the policymaking/governance processes at the local level, you must view two local legislatures in action and prepare a report summarizing these experiences. You may attend or view online two (2) city, town, or county council meetings (two different jurisdictions, at least one professionally managed, and at least one with a population of more than 25,000).

**Interview a Local Government Manager:** You must interview a full-time professional local government chief administrative officer (Manager, Administrator, CAO) or an Assistant, but not an elected official or department head. Attending the ICMA Conference provides an opportunity to schedule an in-person meeting with a manager. See the assignment posted on Canvas for a further explanation.

**Book Critique 1** Prepare a 2-3-page critique (analysis and evaluation, not a summary) of one of the texts provided by the instructor (or a text about local government management that you have acquired).

**Book Critique 2** Same deal, different book. Prepare a 2-3-page critique (analysis and evaluation, not a summary) of a second book on local government. See Canvas for assignment details and grading rubric. (After the first book critique is complete, we will conduct a “book swap” in class).

### **In-Basket Simulation**

In place of a final exam, you will complete a simulated in-basket instrument used for screening finalists for a position as Assistant to the City Manager. After completing this exercise, submit it along with a written justification of your answers based on the materials presented in this course. You will have 48 hours to complete and submit the assignment.

### **International City/County Management Association Membership and Annual Conference**

I urge you to join the O'Neill Local Government Management Association, which includes a complimentary membership in ICMA. The annual ICMA Conference will be September 21-25 in Pittsburgh, PA. Registration is free for LGMA members; Local Government Management concentrators are eligible for a scholarship to attend the conference. Non-LGM concentrators may be eligible for professional development funding.

### **Career Preparation**

One of the goals of this course is to prepare you for a career in local government management. There is a folder in the Canvas Files section entitled Career Preparation that contains articles on preparing for a job search and a list of websites that list current job openings in local governments. Guest practitioners speaking to the class, participation in the ICMA Conference, and the manager interview assignment support this goal.

### **Attendance and Participation**

Regular class participation is essential because much of this course material will be presented through in-class discussions, guest practitioners, and instructor presentations. Always feel free to ask me a question before or after class. You will be responsible for the presented material if you miss class meetings. I

understand that occasional absences may occur because of sickness, religious observance, or a necessary appointment; no documentation is needed. Prolonged absences may negatively impact your final grade.

### **Late Withdrawal**

NOTE: The auto-W deadline is NO LONGER THE LAST DAY OF CLASS (as it was during and post-Covid). After the auto-W deadline, withdrawal will be significantly limited and you will need permission to withdraw and must meet requirements established by O'Neill.

### **Grading Policy**

Final grades will be based on the following:

Observations and Reports	50%
- Hometown Overview (5%)	
- Ethical Dilemmas (10%)	
- Council Meetings Report (15%)	
- Policy Memo/Resolution (10%)	
- Interview w/ CAO (10%)	
Case Analyses	20%
Book Critiques	20%
In-Basket Simulation	<u>10%</u>
	100%

### **Grading Scale**

<u>Total Score</u>	<u>Grade</u>
94 +	A
90 – 93.9	A-
87 – 89.9	B+
84 – 86.9	B
80 – 83.9	B-
77 – 79.9	C+
74 – 76.9	C
70—73.9	C-
60 – 69.9	D
<60	F

### **Academic Integrity**

**Online Course Materials:** The faculty member teaching this course holds the exclusive right to distribute, modify, post, and reproduce course materials, including all written materials, study guides, lectures, assignments, exercises, and exams. While you are permitted to take notes on the online materials and lectures posted for this course for your personal use, you are not permitted to re-post in another forum, distribute, or reproduce content from this course without the express written permission

of the faculty member. Any violation of this course rule will be reported to the appropriate university offices and officials, including to the Dean of Students as academic misconduct.

**Note Selling:** Several commercial services have approached students regarding selling class notes/study guides to their classmates. Selling the instructor's notes/study guides in this course is not permitted. Violations of this policy will be reported to the Dean of Students as academic misconduct (violation of course rules). Sanctions for academic misconduct may include a failing grade on the assignment for which the notes/study guides are being sold, a reduction in your final course grade, or a failing grade in the course, among other possibilities. Additionally, you should know that selling a faculty member's notes/study guides individually or on behalf of one of these services using IU email, or via Canvas may also constitute a violation of IU information technology and IU intellectual property policies; additional consequences may result.

**Plagiarism:** This should be a no-brainer. No form of academic dishonesty will be tolerated. This course requires individual integrity and professionalism from all students. If academic dishonesty is proven, you will receive a grade of zero for the work; repeat offense is grounds for failure in the course. You are responsible for understanding the concept of plagiarism and for always avoiding it. Plagiarism is not acceptable in group or individual work.

**Use of AI (such as ChatGPT) in this class.** Using AI (such as ChatGPT) to assist in completing assignments in this class is prohibited. If you do use AI, you will be committing plagiarism\* and will be subject to penalties in this class and sanctions by Indiana University.

\*Plagiarism: Plagiarism is defined as presenting someone else's work, including the work of other students, as one's own. *Any ideas or materials taken from another source* for either written or oral use *must be fully acknowledged* unless the information is common knowledge. What is considered "common knowledge" may differ from course to course. <https://studentcode.iu.edu/responsibilities/academic-misconduct.html>. (emphasis added).

**Schedule of Assignments – Subject to limited change in the event of extenuating circumstances**

Date	Topics and Readings	Assignment Due
8/27	<b>Introductions &amp; Syllabus Review</b> <i>The Athenian Oath</i> <i>Managing Local Governments eText (Ch. 1)</i> <i>Careers in Local Government Management - ICMA</i>	Student Information Form NameCoach
8/29	<b>Local Governance in the U.S.</b> <i>Managing Local Governments eText (Ch. 2-3)</i> <i>Forms of Local Government -ICMA</i> <i>Federalism, Dillon Rule - Home Rule</i> <i>Governing Cities in the Coming Decade: The Democratic and Regional Disconnects</i> <i>Municipal Form of Government Survey 2018</i>	
9/3	<b>Professional Management in a Political Environment</b> <i>Making it Work</i> textbook (Ch. 3) <i>ICMA Code of Ethics with Guidelines (Rev June 2023)</i>	Hometown Overview

	<p>YouTube Video: <i>Local Government That Works: The Council-Manager Form of Government</i></p> <p><i>Roles of Local Government Managers in Theory &amp; Practice: A Centennial Perspective</i></p> <p><i>Managing Local Governments eText (Ch. 5)</i></p> <p><i>Being Politically Neutral in a Partisan World</i></p> <p><i>Resistance to Professional Managers in American Local Government</i></p>	
9/5	<p><b>Professional Manager vs. Strong Mayor (Online and Asynchronous: NO IN-PERSON CLASS)</b></p> <p><i>Managing Local Governments eText (Ch. 6)</i></p> <p><i>Political Savviness</i></p> <p><i>The Mayor-Manager Conundrum</i></p> <p><i>Does the Structure of Local Government Matter?</i></p>	
9/10	<p><b>Council-Staff Relations</b></p> <p><i>Managing Local Governments eText (Ch. 7)</i></p> <p>In class: Recreation Center Case Study</p> <p><i>The myth of the dichotomy: Complementarity of politics and administration in the past and future of public administration</i></p> <p><i>Practices for Effective Local Government Management</i></p> <p><i>Two-way Respect</i></p> <p><i>Understanding Shared Roles in Policy and Administration: An Empirical Study of Council-Manager Relations</i></p> <p><i>Communicating Effectively with Elected Officials</i></p> <p><i>What Councils Want from Managers ...But Do Not Tell Them</i></p>	
9/12	<p><b>Professional Ethics</b></p> <p><i>Professional Fouls</i></p> <p><i>Strengthening Your Moral Compass to Overcome Ethical Roadblocks</i></p> <p><i>ICMA Censures &amp; Bars City Manager; Lehman Walker Violates Contract, Keeps Job</i></p> <p><i>Split U City Council Ousts Manager</i></p> <p><i>Democrat or Republican Manager? Why It's Crucial to Stay Politically Neutral</i></p>	Ethical Dilemmas
9/17	<p><b>Intergovernmental Relations</b></p> <p><i>Managing Local Governments eText (Ch. 4)</i></p> <p><i>Advocacy vs. Lobbying Understanding the Difference</i></p> <p><i>Contacting Your Legislators</i></p> <p><i>Inter-Municipal Cooperation Tool Kit Introduction</i></p>	
9/19	<p><b>Collaborative Governance</b></p> <p><i>Managing Local Governments eText (Ch. 9)</i></p> <p><i>Macro-level Determinants of Local Government Interaction</i></p> <p><i>Practical Prescriptions for Governing Fragmented Governments</i></p> <p><i>Managing Boundaries in American Administration; The Collaboration Imperative</i></p>	
9/24	<p><b>ICMA Conference, Pittsburgh, PA.</b></p> <p>No class</p>	

9/26	<b>Collaborative Management: What's the Difference?</b> O'Leary, R., & Vij, N. (2012). Collaborative Public Management: Where Have We Been and Where Are We Going? <i>The American Review of Public Administration</i> , 42(5), 507-522.	Book Critique 1
10/1	<b>Council-Staff Relations</b> Discussion of <i>Caught Between the Dog and the Fireplug</i> & assigned articles <i>Relationship Between City Council and City Manager Staff</i> <i>Council-Manager Role Conflicts</i> <i>Effective Council-Manager Relations</i> <i>How to Deal with Difficult Elected Officials</i> <i>What Councils Want from Managers . . . But Do Not Tell Them</i> <i>Communicating Effectively with Elected Officials</i>	Case 1 Analysis
10/3	<b>What Managers Do</b> Case: <i>Managing without Fear or Favor</i> YouTube Video: <i>The Profession of City Management</i> <i>ICMA Practices for Effective Local Government Management</i> <i>(Appendix 2 of the eText)</i>	
10/8	<b>Strategic Planning and Management</b> <i>Managing Local Governments eText (Ch. 10)</i> <i>Elements of strategic planning and management in municipal government: Status after two decades</i>	
10/10	<b>Local Government Policy Making</b> <i>Making It Work (Ch. 5)</i> Discussion of observed council meetings	
10/15	<b>What Managers Do</b> <i>Long-Serving City Managers</i> <i>Advocacy: Authority versus Power</i>	Council Meetings Report
10/17	<b>Budgeting</b> <i>4 Factors Influencing Local Government Financial Decisions</i> <i>Best Practices in Local Government Budgeting</i> <i>Change the Budget Game</i> <i>Coping with Economic Crisis &amp; Lessons Learned</i> <i>The Next Frontier in Equity is All About Data</i>	
10/22	<b>Legislation &amp; Policy Writing</b> <i>Whyfore "Whereases"?! </i> <i>Ordinance Drafting and Enactment</i> <i>How to Develop a Policy</i>	



10/24	<b>Legislation &amp; Policy Writing</b> <i>What Part of No Didn't You Understand?</i> <i>Drafting Ordinances to withstand Constitutional Challenges</i> <i>Municipal Codes</i>	Draft Policy Memo & Resolution
10/29	<b>Public Engagement</b> <i>Managing Local Governments eText (Ch. 8)</i> <i>Principles of Local Government Public Engagement</i> <i>The Voice of the Public</i> <i>Citizen Engagement Tools, Goals, and Successes</i> <i>Community Engagement and Building Public Trust</i> <i>Engaging with the Community</i> <i>Fostering Economic Inclusion, Social Equity, and Justice for People of Color</i> <i>Managing Hostility in Public Discourse</i>	Peer Evaluation of Policy Memo & Resolution
10/31	<b>Budgeting</b> <i>Discussion of Case 2: Redesigning the Budget Process</i>	Case 2 Analysis
11/5	<b>The Future of Local Government Management</b> <i>Managing Local Governments eText (Ch. 11)</i> <i>2020 Vision (ICMA) <a href="https://icma.org/2020-vision">https://icma.org/2020-vision</a></i> <i>Predictions on Local Government from 19 Experts</i> <i>The Next Frontier of Local Government Management</i> <i>Speaking Truth to Power</i> <i>State Preemption of Local Legislation is Getting Worse</i>	Final Policy Memo & Resolution
11/7	<b>Public Procurement</b> <i>Public Procurement New Buyer Basics (Slide Presentation)</i> <i>Ten Commandments of Ethical Government Purchasing</i> <i>Developing a Procurement Policy Manual</i> <i>Developing Evaluation Criteria</i> <i>Outsourcing</i> <i>Bid Specifications General Conditions</i> <i>Purchasing Manual (Sample)</i>	
11/12	<b>Public Procurement</b> <i>Discussion of Case 3: Developing a Purchasing System</i>	Case 3 Analysis
11/14	<b>Communicating with the Community</b> <i>How to Improve Government-to-Citizen Communications</i> <i>Old Blunders in New Media</i> <i>Improving Citizen Trust in Local Government</i> <i>Social Media Tip Book</i> <i>How to Engage Your Community with Social Media</i>	
11/19	<b>What Managers Do</b> <i>Discussion of Book Critique 2</i>	Book Critique 2
11/21	<b>Sustainability, Resilience and Climate Change: What Can Managers Do?</b> <i>Local Governments Managers are on the Front Lines of Climate Change: Are They Ready?</i>	
	<b>Thanksgiving Break</b>	

12/3	<b>What Managers Do</b> Discussion of Manager Interviews	Manager Interview Report
12/5	<b>Local Government Management as a Career</b> <i>Benefits of Small City Management Experience</i> <i>Pursuing Career in Local Government Tip Sheet</i> <i>How to Get Your Resume Noticed (And Out of the Trash Bin)</i> <i>Job Hunting Handbook</i> <i>Info Interviews - A Tool to Help You Advance</i> <i>List of Job Posting Sites</i> See other articles of interest posted in the Canvas Folder "Career Preparation."	
12/10	<b>What Managers Do</b> Essential Management Skills <i>Case 4: Replacing the Police Chief</i>	Case Analysis 4
12/12	<b>What Did We Miss?</b> Discussion of readings.	Discussion Questions
12/14	(Exam Week)	In-Basket Simulation