

## PPD 599: Local Government Policy and Governance

### **Sacramento Spring Intensive 2017**

#### **Instructor:**

Rod Gould, former City Manager of Santa Monica, ICMA West Coast Vice President and President of League of California Cities City Managers Department. [Rodgould.com](http://Rodgould.com)

Mr. Gould served as City Manager of Monrovia, San Rafael, Poway and Santa Monica and Assistant City Manager of Walnut Creek over 29 years in municipal management. He serves on the Board of the Institute for Local Government and Davenport Institute for Civic Engagement and as Senior Manager of Training for the Center for Public Safety Management. He has taught MPA classes at Long Beach State and San Francisco State Universities and lectured as City Manager in Residence at Berkeley, Cornell, Pepperdine and Stanford. He holds a BA in economics and political science from Yale University and EdM and MPA from Harvard University.

We are fortunate that Patricia Martel will be a regular lecturer in the class. She is the City Manager of Daly City and has just concluded her year as ICMA President. Pat is renowned for inspirational speaking and leading efforts to promote inclusivity and innovation in the profession of local government management.

The goal of this course is to explore the most current and pressing policy issues in local government as well as to consider some of the policy choices and opportunities for reform. The course will be taught from the perspective of two veteran city managers.

The focus will be on California local government, including the impact of changing state policy and fiscal challenges in the post-redevelopment era, the need to create innovative organizational cultures, navigating an increasing networked and collaborative policy arena, methods to engage a diverse California citizenry, strategies to employ technology wisely and cost effectively, and more broadly, the leadership approaches needed to govern California communities more effectively now and in the future.

If you currently work for local government or are considering a career in local government, this course will enhance your understanding of some of the more challenging current and emerging policy issues in city and county management.

#### **Learning Objectives:**

To integrate and apply core knowledge and public administrative principles you have acquired during the course to:

- To consider how the fiscal, technological, and political environment of local governance is changing.
- Identify and speak knowledgeably about the nature of the fiscal, operational, and political problems facing California local governments and policy alternatives for meeting these challenges.
- To gain skills needed to work effectively and collaboratively to address complex problems involving a wide variety of citizen's needs and preferences, political viewpoints, and institutional and legal requirements.
- To understand and practice leadership approaches needed for effective local governance.

To assist the student to understand and appreciate the general elements of local government policy-making and management, we will address challenges in the following topical areas:

- Urban politics, general management and organizational concepts
- Finance, technology and budgeting
- Human resources, labor relations and civic engagement
- Planning, economic development, housing and mobility
- Police, fire, infrastructure maintenance and emergency management
- Human services, libraries and community and cultural services
- Innovations in local government

Over the semester, the student will achieve an active awareness of the terms, techniques and policy issues encompassed in the above areas. Additional readings will provide greater understanding of the various topics covered by this class and is highly recommended for the serious student of urban administration.

### **Methodology:**

This course will be conducted as a seminar in the intensive format with emphasis on directed readings, lectures, active class discussion, guest speakers, case studies, short and frequent writing assignments and in class exercises to highlight the material and make the experience more meaningful and enjoyable.

### **WEEK ONE January 9-14**

#### **Required Reading and Assignment:**

"Who Does What in Local Government?" Institute for Local Government, <http://www.ca-ilg.org/newly-elected-officials-orientation-materials>

*The Effective Local Government Manager*, Chapters 1-4

O'Neill, Bob, "Special Report: Leadership and the Profession: Where to from here?" PM Magazine, March 2013, Volume 95, Number 2

**Assignment:** Consider how the role of city managers has changed and how you think it will continue changing in this new century. How should city and county managers exert leadership in their communities? What may cause them to be reluctant to do so? Please post a paragraph or two with your answers to these questions on Blackboard.

## **WEEK TWO January 15-21**

### **Required Readings:**

Duggan, Kevin and Conduff, Mike, "Making it Work: Council-Manager Relations," ICMA, 2016

Svara, James H. and Kimberly L. Nelson, "Taking Stock of the Council-Manager Form at 100," *Public Management*, vol 90, no. 7 (August 2008): pp. 6-10

Svara, James H. and Kimberly L. Nelson, "Taking Stock of Form and Structure in County Government," *Public Management*, vol 90, no. 7 (December 2008): pp. 21-26.

Consider how city and county managers can support their elected officials without becoming political actors. Why is having a coherent community vision important? No written assignment.

## **First Intensive Meeting January 21-22**

### **January 21 Day One--Introduction and Orientation, Urban Politics, General Management and Organizational Concepts**

#### **Required Readings:**

ICMA, "Code of Ethics with Guidelines"

"Promoting a Culture of Ethics at City Hall," *Western City* magazine, August 2006

City of Bell Case study, <http://www.ca-ilg.org/BellWhistleblowerCaseStudy>

Guest lecture by Mathew Hymel, Chief Administrative Officer of Marin County

### **January 22 Day Two--Finance, Technology and Budgeting**

#### **Required Reading:**

Michael Coleman, "A Primer on California City Finance," *Western City* magazine, November 2002

"The Fiscal Challenges Ahead for Cities," Chris McKenzie, *Western City Magazine*, November 2014

"Developing Effective Mechanisms that Promote Fiscal Sustainability," Mark Pisano and Richard F. Callahan, *Government Finance Review*, October 2013

"Public Engagement in Budgeting," [www.ca-ilg.org/engaging-public-budgeting](http://www.ca-ilg.org/engaging-public-budgeting)  
Institute for Local Government

"Technology, Tools and Techniques to Reach Your Community," The Institute for Local Government Public Engagement Team, *Western City Magazine*, June 2014

*The Effective Local Government Manager*, Chapters 5-6

Klingner, Donald E., John Nalbandian, and Barbara S. Romzek. "Politics, administration, and markets conflicting expectations and accountability." *The American Review of Public Administration* 32.2 (2002): 117-144.

Desouza, Kevin C. "Local government 2035: Strategic trends and implications,"  
Brookings Tech Tank, June 2, 2015

Guest Lecture by Michael Coleman, Fiscal Policy Advisor to the League of California Cities.

### **WEEK THREE January 22-28**

#### **Required Readings:**

Thompson, John P., *Without Purpose of Evasion*, North Loop Books, Minneapolis, MN, 2016, Chapters 1-11.

Consider how City Manager Brad Jacks manages competing demands from various stakeholders in the planning process for the Green Valley Village. No written assignment.

### **WEEK FOUR January 29-February 4**

#### **Required Reading and Assignment:**

Thompson, John P., *Without Purpose of Evasion*, North Loop Books, Minneapolis MN, 2016, Chapters 12- Epilogue

Please write a short paper (3 pages) to assess City Manager Brad Jacks' performance during this critical period of the City of Santa Ynez' history. How does he carry out his responsibilities to his City Council, key staff, community and family?

## **WEEK FIVE February 5-11**

### **Required Reading and Assignment:**

Benest, Frank, "Building a World Class Culture," Career compass #51, ICMA Career Compass, August 8, 2016, ICMA.org

Svara, James H., and Denhardt, Janet, "Connected Communities: Local Governments as a Partner in Civic Engagement and Community Building," White Paper, Alliance for Innovation, October 15, 2010

*The Effective Local Government Manager*, Chapters 7-8

Benest, Frank, "Building High-Performance Teams – What's the Magic?" ICMA Career Compass, April 18, 2016

Please post a few paragraphs on Blackboard about how the community you live in or the organization for which you work could become more connected and its citizens/employees more engaged.

## **WEEK SIX February 12-18**

### **Required Reading:**

"Understanding the Basics of Land Use and Planning – Guide to Local Planning," Institute for Local Government, [www.ca-ilg.org](http://www.ca-ilg.org) 2010 pp. 1-59

"Built to Last: Charting a Path to a Sustainable Economy," Steve Sanders, *Western City* magazine, May 2012

"The Future of SB 375 Implementation and Regional Planning," Julie Pierce, *Western City* Magazine, March 2015

"O'Neil, Robert, "Fueling the New Creative Economy," *Governing.com*, November 28, 2007

"Gen Y and Housing: What They Want and Where They Want It," Urban Land Institute, May 13, 2015

## Second Intensive Weekend February 18-19

### **February 18 Day Two--Planning, Economic Development, Housing and Mobility**

#### **Required Reading:**

Bingham, Rachel, "Eye on Climate Change," *Public Management Magazine*, October 2016  
ICMA.org/pm

"Sustainability Best Practices Framework," Institute for Local Government, January 2013  
www.ca-ilg.org

"Beacon Award-Winner San Rafael Makes Sustainability a Priority," Karalee Browne, *Western City Magazine*, JULY 2014

Aquilar, Stephanie, "Cars of the future: Connected and Autonomous," *Western City Magazine*, June 2015

Guest lecture by Steve Sanders, Director of Sustainable Communities Program, Institute for Local Government

### **February 19 Day One--Human Resources, Labor Relations and Civic Engagement**

#### **Required Reading:**

Denhardt, Robert B., and Janet Vinzant Denhardt. "The new public service: Serving rather than steering." *Public administration review* (2000): 549-559.

Nalbandian, John. "Professionals and the conflicting forces of administrative modernization and civic engagement." *The American Review of Public Administration* 35.4 (2005): 311-326.

GFOA Best Practices, "Public Participation in Planning, Budgeting, and Performance Measurement," Government Finance Officers Association, February 2009

Hays, Steven W. "Trends and Best Practices in State and Local Human Resource Management Lessons to Be Learned?" *Review of Public Personnel Administration* 24 (3) (2004): 256-275.

"Understanding the Labor Negotiations Process," Institute for Local Government, August 17, 2012

Belleman, Robert, "Contract Negotiations: 10 Steps to Improving Your Odds," *Public Management Magazine*, August 2013, ICMA.org/pm

“What is Public Engagement & Why Should I do it?” Institute for Local Government, 2015

“Thousand Oaks Succession Planning Program Builds Employee Base,” *Western City Magazine*, April 2008

Benest, Frank, “Career Compass No. 36” Engaging Employees for Success,” ICMA January 31, 2014

9 am Guest Lecture by Author and former Vacaville City Manager John Thompson

### **WEEK SEVEN February 19-25**

#### **Required Reading:**

Gould, Rod, “The Manager-Police Chief Relationship – Ensuring Trust and Confidence,” *Public Management Magazine*, June 2016 ICMA.org/pm

Matarese, Leonard, “Is the Current Model for Public Safety Service delivery Sustainable?” *Public Management magazine*, September 2013 ICMA.org/pm

Wieczorek, Thomas and Perdue, Alan, “The Debate about Residential Fire Sprinklers,” *Public Management magazine* August 2011 ICMA.org/pm

Fitch, Jay and Knight, Steve, “EMS in the Era of Health Care Reform,” *Public Management Magazine*, June 2015 ICMA.org/pm

Homan, Thomas, Shulman, Darren and Donahue, John, “Bargaining for a New 12-Hour Firefighters Shift Structure,” *Public Management magazine*, September 2013 ICMA.org/pm

“The Necessary Truths about Police Safety,” *Public Management Magazine*, March 2013 ICMA.org/pm Stephens, Darrel and Matarese, Leonard,

Gould, Rod, “Tune Up Your Emergency Preparedness,” *Public Management magazine*, October 2016 ICMA.org/pm

### **WEEK EIGHT February 26- March 4**

#### **Required Reading and Assignment:**

Golden, Cory, "Homelessness in California," Western City Magazine, September 2016, League of California Cities [www.westerncity.com](http://www.westerncity.com)

"Water and the California Economy," Public Policy Institute of California [www.ppic.org](http://www.ppic.org)

Electronic Transparency and Open Data: A Movement Worth Joining," Lea Deesing, Western City Magazine December 2014

Please post a few paragraphs on Blackboard with your thoughts on how local governments should cope with homelessness? What are the roles of the federal government, state and local non-profits and charities? Be bold, but practical.

### **WEEK NINE March 5 -11**

#### **Required Reading and Assignment:**

Read Lazenby, Scott, *Playing with Fire*, Chapters 1-12.

Please write a short paper (3 pages) on how City Manager Ben Cromarty is dealing with the financial challenges facing the City of Trillium. Further, how does Ben decide which issues merit priority attention and how you would describe Ben's communication style? What is your assessment of Ben's working relationship with Department Heads and other key staff?

### **SPRING BREAK WEEK TEN: March 12-18**

### **WEEK ELEVEN March 19 – March 25**

#### **Required Reading:**

Lazenby, Scott, *Playing with Fire*, 2001 Chapters 13-27 and consider how you would evaluate the overall performance of Ben Comarty and what he should do next. No written assignment.

### **Third Intensive Weekend March 25-26**

#### **March 25 Day One--Police, Fire, Infrastructure Maintenance and Emergency Management**

#### **Required Readings:**

The President's Taskforce on 21<sup>st</sup> Century Policing, Final Report, May 2015, Washington D.C.

"No Cause for Alarm," Thomas Wiczorek, PM Magazine, ICMA Publications July 2014



“Transitioning to Alternative Models of Police Service” Jeremy Wilson, Alexander Weiss and Clifford Grammich, PM Magazine, ICMA Publications September 2015

“Grappling with the Challenges of Transportation Infrastructure Financing,” Stephany Aguilar, Western City magazine, February 2015

“California’s Crumbling Infrastructure: An Urgent Priority,” Jose Cisneros, *Western City Magazine*, February 2014

“Lessons Learned From the Witch Creek Fire,” Rod Gould, *Western City Magazine*, October 2008

Guest Lecture by Mary Neilan, Retired City Manager of Belvedere

### **March 26 Day Two--Human Services, Libraries, and Community and Cultural Services**

“Ontario Provides Homeless with Continuum of Services,” *Western City magazine*, March 2014

“How Libraries Build Community” Greg Lucas, *Western City Magazine*, April 2015

“Strengthening the Library’s Strategic Role,” Rashad Young and Susan Benton, PM Magazine, ICMA Publications September 2015

“San Rafael’s Pickleweed Park Community Center and Library Offer Diverse Services,” *Western City Magazine*, April 2008

“Santa Monica Opens Career Doors for Young Girls,” *Western City Magazine*, September 2012

“Community Leadership Programs: Empowering Future Leaders” *Western City Magazine* January 2015

“Cities and Schools: Playing Well Together Pays Off for Children and Families” *Western City Magazine*, September 2014

“Santa Clarita Uses Community Approach to Strengthen Neighborhood” *Western City Magazine*, August 2014

Guest Lecture by Marcia Raines, City Manager of Millbrae

### **WEEK TWELVE March 26-April 1**

#### **Required Reading:**

Figone, Debra and Benest, Frank, "What's the Future of Local Government? An Alliance White Paper, January 2011

O'Neil, Robert, "The Coming Decade of Local Government," Governing.com, June 27, 2012

ICMA Task Force Reports on Leadership, Women in the Profession, and Strengthening Inclusiveness ICMA.org

Duggan, Kevin and Benest, Frank, "Navigating Through Transitions: Strategies to Help You Cope With New Realities," Public Management, October 2013, ICMA.org/PM

Buntin, John, "The Reinventers," Governing Magazine, September 2016

O'Neil, Robert, "Local Governments' Enduring Reinvention Imperative, Governing.com, October 30, 2013

Voorhees, Heidi and Lange-Skaggs, Rachel, Women Leading Government, Public Management Magazine, January-February 2015 ICMA.org/pm

O'Neil, Robert, "The Next Big Thing in Local Government," Governing.com, September 25, 2015

Stenberg, Carl, "Meeting the Challenge of Change," Managing Local Government Services, pp.1-27, ICMA Press, 2007

### **WEEK THIRTEEN April 2-8**

**Assignment:** Attend a meeting of a City Council or Board of Supervisors in your area and observe the process and resulting policy decision-making. Please post a paragraph or two summarizing your experience on Blackboard.

### **WEEK FOURTEEN April 9-15**

**Assignment:** Interview by phone or in person a City Manager, Chief Administrative Officer or Department head or Division head of a city or county in your area to find out what challenges they face and why they do their jobs. Please post a paragraph or two about your interview on Blackboard.

### **WEEK FIFTEEN April 16-22**

## **April 21 Final Exam Paper**

This will be a timed, open book paper/exam over a half day on April 21. I will send you the exam at 8:00 am in the morning and expect you to return the exam in no more than six pages by noon that day.

## Assigned Readings

In a manager's office, all staff members are expected to have read and thought about the materials and issues scheduled for discussion on a particular day. It will be the same in this course. Class discussions will focus on the assigned readings for the days leading up to the class, with references to materials covered in previous sessions. Remaining current on reading assignments is essential and reading ahead is beneficial.

That said, there is a fair amount of reading assigned. Skim what doesn't engage you and read for content and understanding that which does. Like most things in life, you will get more out of this class the more you put into it. Two of the books are written by city managers about fictitious city managers giving readers a view into their work and lives. Let me know if you have trouble accessing any of the articles.

## Texts

Newell, Charldean, ed., Cayer, N. Joseph and Cox, Raymond W., *The Effective Local Government Manager*. Washington, D.C., International City/County Management Association, 3<sup>rd</sup> edition, 2004.

(Check Amazon.com, there is a Kindle edition)

Thompson, John P., *Without Purpose of Evasion*, North Loop Books, 2016 (Check for Kindle edition)

Lazenby, Scott. *Playing with Fire*. Lincoln, NE: Writers Club Press, 2001. (Check Amazon.com)

"Understanding the Basics of Land Use and Planning – Guide to Local Planning," Institute for Local Government, [www.ca-ilg.org](http://www.ca-ilg.org) 2010

## Papers

The first two papers are to be no more than 3 pages long, and the third paper is the final exam and is to total no more than 6 pages. Bear in mind that it is harder to write short than long. Papers should demonstrate understanding of the issue involved, present facts and argument in a fair and balanced manner, and clearly state well-reasoned thoughts and recommendations.

## Code of Conduct

Students should conduct themselves as professionals in a professional workplace and should abide by the ICMA Code of Ethics.

## Grading

Student performance will be evaluated and a course grade assigned based on class participation, quality of papers, and results of the final exam.

- 15% Class participation: Students are expected to be fully prepared and to participate regularly in class discussions, offering perceptive and insightful comments. Attendance should be perfect and always on time. Your Blackboard postings will also be considered as part of class participation.
- 50% Papers: Papers are due at the beginning of class on the Saturday of the assignment week. Papers submitted late will be penalized half a letter grade per day.
- 35% Final exam paper: The final exam/paper will be short essays drawn from assigned readings and key matters identified in various class sessions during the semester.

## Office Hours

Office hours are available before and after in-class sessions by appointment and the instructor can be contacted by e-mail or phone as needed. [Rodgould17@gmail.com](mailto:Rodgould17@gmail.com) 310-633-0434

## STATEMENT FOR STUDENTS WITH DISABILITIES

Any student requesting academic accommodations based on a disability is required to register with Disability Services and Programs (DSP) each semester. A letter of verification for approved accommodations can be obtained from DSP. Please be sure the letter is delivered to me (or to TA) as early in the semester as possible. DSP is located in STU 301 and is open 8:30 a.m.–5:00 p.m., Monday through Friday. [Website for DSP](#) and contact information: (213) 740-0776 (Phone), (213) 740-6948 (TDD only), (213) 740-8216 (FAX) [ability@usc.edu](mailto:ability@usc.edu).

## **STATEMENT ON ACADEMIC INTEGRITY**

USC seeks to maintain an optimal learning environment. General principles of academic honesty include the concept of respect for the intellectual property of others, the expectation that individual work will be submitted unless otherwise allowed by an instructor, and the obligations both to protect one's own academic work from misuse by others as well as to avoid using another's work as one's own. All students are expected to understand and abide by these principles. [SCampus](#), the Student Guidebook, contains the University Student Conduct Code (see University Governance, Section 11.00), while the recommended sanctions are located in Appendix A.

## **EMERGENCY PREPAREDNESS/COURSE CONTINUITY IN A CRISIS**

In case of a declared emergency if travel to campus is not feasible, USC executive leadership will announce an electronic way for instructors to teach students in their residence halls or homes using a combination of Blackboard, teleconferencing, and other technologies. See the university's site on [Campus Safety and Emergency Preparedness](#).