From the Editor...

One of the central reasons for establishing the Conference on Federal Studies was to foster better communication among those interested in the study of federalism and all its manifestations and ramifications. To this end the Conference will periodically issue a newsletter for its members of which this is the first issue. It is our present intention to publish the newsletter three times a year, fall, winter, and spring, so long as the material and level of interest warrant it. The Center for the Study of Federalism will undertake to edit, publish, and distribute the newsletter as part of its service to the Conference.

It is hoped that the newsletter will provide a means of communication among members of the Conference on matters of mutual interest and concern as well as communicate news of the field. Whether it does so or not depends upon the readers' response. Our format is of necessity experimental. We will do whatever it seems useful to do. In this first issue we indicate some of the things which we at the Center believe are worth doing and we await your response to them. This issue contains such items as descriptions of new Center projects, a syllabus for use in undergraduate courses on the American federal system, a list of new members of the Conference, plus requests for reader responses along a variety of fronts.

Future issues of the newsletter will include correspondence from members, research notes, or even short papers that are suitable for distribution through the newsletter format. CFS NOTEBOOK should be looked upon as a place where new ideas can be tried out, provocative suggestions raised, and important questions posed. Should any of you wish to pose a question to the membership at large please avail yourself of this opportunity. In sum, it is our belief that a newsletter should serve to circulate ideas and information that are in some senses "not for publication"; to solicit responses and foster communication as if we were all in the same room.

Material may be submitted for publication at any time. Simply address it to me, Center for the Study of Federalism, Temple University, Philadelphia, Pennsylvania 19122.

Daniel J. Elazar

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Irvin Lichtenstein

CFS NOTEBOOK is distributed free of charge to members of the Conference on Federal Studies. It is published three times a year.
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Postfach 777
West Germany

Legislative Reference Service
Library of Congress
Washington, D.C. 20540

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Teaching the American Political System

Among the major concerns of the Center for the Study of Federalism is a development of new approaches to teaching Americans of all ages about the American political system through an understanding of the federal principles which animate it. The Center is presently involved in three major projects directed to that end: one for elementary and junior high school students; one for senior high school students and adult education programs; and one for the civil servants engaged in making the federal system work.

1) I Am the Mayor. A simulation game for elementary and junior high school students devised, developed and tested by Donna S. and Jerome Allender. The game is designed to convey a sense of the role of a local government decision-maker within the context of the American political system at a level which can be understood by children beginning in the third grade and continuing into high school. The game in which the player takes on the role of mayor of a small city involves inquiry into up to ten problems likely to confront a small city mayor in the United States today. Thoroughly tested under an Office of Education grant, it is the first such game to include a significant intergovernmental component. The full game kit has just been published by the Center for the Study of Federalism and is available at a cost of $30.

2) Guides to American Politics. The Center has prepared three guides to be used in college level courses to introduce students to the basics of American government and politics. The first, The United States Political System, sets forth the basic presuppositions, techniques and institutions of the American political system in proposition form for easy assimilation and quick review. The propositions are based upon principles commonly held by Americans coupled
with the latest knowledge of how
the American political system
works. Still in an experimental
edition is the companion volume,
American Federalism: A Working
Outline. This book provides a com-
prehensive view of the workings of
federalism in the United States
from first principles to current
practices in outline form, covering
historical and contemporary de-
velopments. A third pamphlet, Study-
ing the Civil Community, is orient-
ed toward giving students the con-
ceptual framework for the study of
local politics coupled with a guide
to field research in civil communi-
ties of various sizes. All three
books are available from the Center
at a price of $1.00 each.

In an effort to reach high
school and adult education groups,
the Center is presently developing
an expanded version of The United
States Political System which will
illustrate the propositions con-
tained within it through brief quo-
tations from classic and contempo-
rary sources illustrating the
points they make plus guides for
inquiry and discussion to be used
by instructors and students, dis-
cussion leaders and participants.
This material will be made avail-
able not only in book form but
through other audio-visual tech-
niques as well. An experimental
edition of this material will be
available by January 1, 1972 and
will be used in connection with
Federalism '76, a major educational
project focused on the forthcoming
bicentennial of American indepen-
dence. For further information re-
garding this material, please con-
tact the Center Director.

3) A course in the principles
and practices of American govern-
ment for practitioners was devel-
oped by the Center with the assis-
tance of the Temple University
Learning Center and in connection
with the Technical Analysis Divi-
sion of the National Bureau of
Standards where it was tested in
1971. The course involves 30 hours
of instructional time given in a
concentrated two week period or
over as many as ten weeks, through
lectures, readings and group in-
volvement in simulated problem
solving. A complete syllabus and
course description is available
from the Center. The Center's
staff is prepared to teach this
course at on-site locations or to
arrange for the training of appro-
priate instructional personnel on
the Temple campus. For further in-
formation please contact the Center
Director.

The Center has been seriously
considering inaugurating summer or
mid-winter short courses or inten-
sive courses in the American fed-
eral system from the perspective
which it has developed, should
there be sufficient interest in
such programs. If any of the read-
ers of this newsletter are inter-
ested or know of those who might
be, please contact the Center
Director.

Please address all correspondence to:
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Federalism
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When submitting manuscripts please
send two copies.

Green Land-Clean Streams

Research on a possible solu-
tion to the water pollution crisis
facing the nation has been underway
at the Center for the Study of Fed-
eralism since spring of this year
(1971). Supported by a private
grant, a team at the Center has
been gathering information in the
field and from literature on the
utilization of land as a method of
advanced waste water treatment.
Under this system, the soil and
vegetation serve as a purifying me-
dia, recovering the nutrients that
are causing the eutrophication of
Teaching About Federalism

The Conference for Federal Studies is as concerned with the teaching of the principles and practices of federalism as it is in defining and examining them. In order to foster improved methods of instruction and to disseminate new content, our NOTEBOOK will maintain a regular department devoted to the publication of syllabi for relevant courses, discussion of teaching problems and techniques, and review of the present state of the teaching in the field.

What follows is the first of what we hope will be a continuing stream of syllabi developed by conference members. It is devoted to undergraduate instruction in the American federal system. We are interested in both undergraduate and graduate syllabi, in teaching about other federal systems as well as the American system, and in any other exploration of fields related to federalism. All interested persons are invited to submit syllabi to the CFS NOTEBOOK for possible publication.

The NOTEBOOK will also welcome critical comment on the published syllabi from our readers. The Editors feel that frank and open discussion of content and method will aid all of us in improving our teaching in the field.
Syllabus for Undergraduate Course in American Federalism*

Daniel J. Elazar

INTRODUCTION

1. **Central Hypotheses:**

   The United States "is a federal country, in spirit, in its way of life and in its constitution." Consequently, an understanding of American government and politics must be based from the first upon an understanding of American federalism. To that end, this course is designed to explore the American system of government as a federal system, with governments operating on three planes (Federal, State, and local) yet functioning as one integrated and interdependent governmental system.

   The basic hypotheses underlying this course are: (1) Federalism remains the central political principle of the American political system. (2) The American political system is shaped in all its aspects by the existence of federal institutions and processes as well as being animated by the federal idea. (3) The American federal system is an evolving one in which there are both continuing patterns and new developments. (4) Within the American federal system, governments on all three planes have a share in virtually all governmental activities in the United States. The attention of this course will be directed to examining these hypotheses, learning to understand how the federal system operates in practice, and analyzing the relationship between theory and practice in American federalism.

   More specifically, this course will deal with such questions as the relationship between law, politics, and administration in a federal system; the functions of political parties in the maintenance of a federal system; "States' rights," centralization, and Federal power; and the impact of the Federal Government on the State and local governments and vice-versa. We will also deal more generally with concepts of shared power and concurrent governmental jurisdiction as political devices designed to maintain liberty. These questions will be raised in each of four units.

2. **Course Structure:**

   The first unit is designed to examine the constitutional roots of the American federal system and its evolution in theory and practice to our own day.

*Political Science 142, Temple University (Fall 1971). Syllabus is slightly abridged to eliminate technical details concerning class procedures.*
The second unit is concerned with the manner in which the American federal system handles the tasks of government. The central hypothesis of this unit is that in varying degrees, the Federal, State, and local governments contribute to the making of policy and share responsibility for the administration of all important public programs in the United States.

The third unit will attempt to understand the reciprocal relationships between the American political process and the American federal system in the shaping of public policy by asking two broad questions: How does the nature of the American party system affect the legislative and administrative processes of American government? How does the nature of the American federal system affect the operation of our political parties?

The fourth unit is devoted to a summary discussion of the nature, justification, and perplexities of American federalism, in which federalism as a type of political union in general and American federalism in particular will be assessed and evaluated utilizing criteria developed in the first three units.
READINGS

1. Required General Reading:

David G. Smith, THE CONVENTION AND THE CONSTITUTION (St. Martin's, 1965).

2. Suggested Reading:

Elazar, Carroll, Levine and St. Angelo, COOPERATION AND CONFLICT: A READER IN AMERICAN FEDERALISM (Peacock, 1968).
W. Brooke Graves, AMERICAN INTERGOVERNMENTAL RELATIONS (Scribners, 1964).
Arthur N. Holcombe, OUR MORE PERFECT UNION (Harvard).
INTERGOVERNMENTAL RELATIONS IN THE UNITED STATES, THE ANNALS (May, 1965).
James Sundquist, MAKING FEDERALISM WORK (Brookings, 1969).
COURSE SCHEDULE

Week 1

Introduction

Assignment of memorandum on prior study or knowledge of the American federal system

Week 2

Some Basic Hypotheses for the Study of American Federalism

First written assignment due

Required:


Suggested:

COOPERATION AND CONFLICT - Selection 1.

The Character of American Federalism

Required:

THE FEDERALIST, Nos. 2, 9, 10, 37, 51 (available in PAF)
Grodzina, Chapter 1.

Suggested:

Anderson, Chapters 1 and 2.
Graves, Chapter 1.
Martin, Chapter 2.

I. The Roots and Evolution of American Federalism

Colonial and Revolutionary Origins of American Federalism

Required:

Andrew C. McLaughlin, FOUNDATIONS OF AMERICAN CONSTITUTIONALISM (Read the entire book.)
Suggested:

Carl Becker, THE DECLARATION OF INDEPENDENCE (Vintage Books), Chapter III


Graves, Chapter 2

Assignment of paper on the ideas of the framers.

The Constitution and American Federalism

Required:

Smith, entire book
THE FEDERALIST, 37-46, 51

Herbert Wechsler, "The Political Safeguards of Federalism: The Role of the States in the Composition and Selection of the National Government," in PAF

Suggested:

Martin Diamond, "What the Framers Meant by Federalism," in Robert A. Goldwin, ed., A NATION OF STATES (Rand McNally, 1963). Also available in ESSAYS IN FEDERALISM (Claremont Men's College)

Martin Diamond, et al., THE DEMOCRATIC REPUBLIC, Chapters 1, 2, and 3

The Course of Constitutional Interpretation and Development

Required:

Anderson, "National-State Relations Today; The Constitutional Essentials," in PAF

Suggested:

COOPERATION AND CONFLICT, Selections 3-9

Anderson, Chapters 5, 6, 7, and 8

Graves, Chapter 4

Walter Berns, "The Meaning of the Tenth Amendment," in Goldwin

James J. Kilpatrick, THE SOVEREIGN STATES (Pegnery, 1957), Parts I, II, III
The Three Stages of American Federalism: An Overview of the System in Action

Required:

Elazar, "The Shaping of Intergovernmental Relations in the Twentieth Century," in PAF Gredzing, Chapters 2 and 3
AMERICAN FEDERALISM: A VIEW FROM THE STATES, Chapters 1, 3, and 6

Suggested:

Anderson, Chapter 9
Elazar, THE AMERICAN PARTNERSHIP, Parts I and II
Leonard D. White, THE FEDERALISTS (Macmillan, 1956), Chapter XXXI
THE ANNALS, Articles by Adrian, Benson, Coleman, Elazar, McCulloch and Reynolds
Graves, Chapter 15
COOPERATION AND CONFLICT, Selections 10-13 and 27
MacMahon, Part III, Section 1; Chapter 12

Paper on ideas of the framers due.

II. Federalism and the Functions of Government

The States in the Federal System

Required:

Anton, "State Planning...," in PAF Tressolini and Frost, CASES IN AMERICAN NATIONAL GOVERNMENT AND POLITICS, Cases 2 and 4
VIEW, Chapters 2, 4, 5

Suggested:

Anderson, Chapter 12
ANNALS, article by Monypenny
COOPERATION AND CONFLICT, Selections 31, 32, 34, 36, 37
Graves, Chapters 17 and 18
Martin, Chapter 3
V.O. Key, Jr., AMERICAN STATE POLITICS: AN INTRODUCTION, Chapters 1, 2, and 3
Leonard D. White, THE STATES AND THE NATION (Louisiana, 1953)
The System in Local Perspective

Required:

VIEW, Chapter 7
Elazar, "Local Government in Intergovernmental Perspective," in PAF
Grodzins, Chapters 6, 7, 8, 9, 15
Tressolini, Cases 1 and 15

Suggested:

Anderson, Chapter 13
COOPERATION AND CONFLICT, Selections 38-46
Daniel J. Elazar, "Are We A Nation of Cities," in THE PUBLIC INTEREST (September, 1966)
Martin, Chapters 1, 4, 5, 6

Note: Students should have selected and approved research topics by October 29.

Aspects and Devices of the Sharing System

Required:

Clapp, "TVA and the States," in PAF
Grodzins, Chapters 4, 5, 13, 14
Sundquist, read widely in entire book
Tressolini, Cases 3 and 8
Roy Blough, "Fiscal Aspects of Federalism," in MacMahon

Suggested:

COOPERATION AND CONFLICT, Selections 12, 21-26, 28, 33
Anderson, Chapter 10
THE ANNALS, article by Campbell
Graves, Chapters 10 and 13

Grants-in-Aid and Their Impact

Required:

Tressolini, Case 10
Wright, entire book
PAF, Selections in "Federal Grants" and "Education"
Suggested:

Anderson, Chapter 11
THE ANNALS, article by Ham
COOPERATION AND CONFLICT, Selections 17-20, 29, 30
Graves, Chapter 16, Appendices A and B
Commission on Intergovernmental Relations, TWENTY-FIVE
FEDERAL GRANT-IN-AID ON THE STRUCTURE AND
FUNCTIONS OF STATE AND LOCAL GOVERNMENTS (read
at least five case studies and the summary
chapters in each)

III. Federalism and the Political Process

The Role and Functions of the Political Parties

Required:

PAF, Selections in "Noncentralization and the Party
System"
Grodzins, Chapter 10
Tressolini, Cases 5 and 7

Suggested:

ANNALS, articles by Anderson and Buchanan
COOPERATION AND CONFLICT, Selections 47, 49-51
Herbert Agar, THE PRICE OF UNION, Introduction,
Chapters IV and V, Conclusion. Also read
widely in the remainder of the book.

12
Congress and the Administration

Required:

Tressolini, Cases 9, 11, 12
COOPERATION AND CONFLICT, Selection 48

Suggested:

Arthur Holcombe, OUR MORE PERFECT UNION (Harvard,
1950), Chapters 6, 7, and 8
Lewis A. Dexter, "The Representative and His District,"
in Robert L. Peabody and Nelson W. Polsby, NEW
PERSPECTIVES ON THE HOUSE OF REPRESENTATIVES
(Rand McNally, 1963)
Allan Piellin, "The Functions of Informal Groups: A
State Delegation," in Peabody and Polsby
Arthur S. Link, "Woodrow Wilson and the Democratic
Party," in REVIEW OF POLITICS, XVIII (April, 1956), reprinted in Link, WILSON: THE NEW
FREEDOM (Princeton, 1956)
Federalism, The Law and The Courts

Suggested:

COOPERATION AND CONFLICT, Selections 14-16, 32, 43
Paul A. Freund, "Umpiring the Federal System," and
Henry M. Hart, Jr., "The Relations Between
State and Federal Law," in MacMahon

Federalism and Civil Rights

Required:

PAF, Selections in "Civil Rights"
Grodzins, Chapter 11
Tressolini, Cases 18, 19, 20

Suggested:

COOPERATION AND CONFLICT, Selections 32, 52-54
Graves, Chapter 9
Tressolini, Cases 23, 24, 25

IV. The Meaning and Perplexities of the American Federal System

American Federalism: An Evaluation

Required:

PAF, Part III
VIEW, Chapter 8
Grodzins, Chapters 12 and 16
Tressolini, Cases 16 and 22

Suggested:

Anderson, Chapter 14
Elazar, THE AMERICAN PARTNERSHIP, Part 3
THE ANNALS, article by Hart
Martin, Chapter 7
Kilpatrick, Part IV
COOPERATION AND CONFLICT, Selections 55-57

RESEARCH PAPERS DUE
The first issue of PUBLIUS, The Journal of Federalism, appeared in August 1971, somewhat delayed but nonetheless intact. As this is written, the second is in the final stages of printing and is scheduled to appear in December, after which the publication process should be sufficiently "debugged" for us to meet our schedule of spring and fall publication. PUBLIUS is devoted to the study of federal principles, institutions, and processes in their various manifestations in the United States and elsewhere. A major element in the program of the Center for the Study of Federalism, it also serves as the journal of the Conference for Federal Studies to disseminate knowledge in the field as a whole and as a forum for discussions of federal principles. PUBLIUS will be published semi-annually through 1972, when it will become a quarterly. PUBLIUS may be ordered in connection with Membership in the Conference for Federal Studies, or independently. Charter subscriptions to PUBLIUS and founding memberships in the Conference will continue to be available at substantial savings until December, 1972.

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Civil War and the Preservation of American Federalism, Daniel J. Elazar
Presidential Leadership of Congress: An Analysis of Roosevelt's First Hundred Days, Sylvia Snowiss
The Humility Complex in American Politics: Was Lincoln Created Equal? Elliott White
The American Vocation and Its Current Discontents, John Kinkaid
Apportionment and Majority Rule, Ellis Katz

Publius Vol. 1 No. 2

Editor's Introduction, Daniel J. Elazar
The States and Intergovernmental Relations, Dell S. Wright, University of North Carolina, Chapel Hill
The Adequacy of State and Local Tax-Effort, James A. Maxwell, Clark University
Federal-Local Cooperation and Its Consequences for State Level Policy Participation: Water Resources in Arizona, Robert D. Thomas, Florida Atlantic University
Intergovernmental Relations and Contemporary Political Science: Developing an Integrative Typology, A. Lee Fritschler and Morley Segal, The American University
Political Method in the Federal System: Albert Gallatin's Contribution, Rozenn Rothman, University of Haifa

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