

Spring 2003

PIA 2124

Comparative Regional Governance

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Overview: This course is about the governing of metropolitan regions in the United States. The concept of a metropolitan region is relatively new. Faced with the rapid growth of suburbs, the creation of satellite cities, new modes of transportation, increased mobility of citizens, and easier forms of communication, an academic roundtable on regional planning proposed that a "new political or administrative entity" at the metropolitan level needed to be created that was different from the precinct, ward, municipality, county, or state. The year was 1926. Seventy-one years later, Anthony Downs lamented, "As Congress shifts many federal powers to lower levels of government, it is missing a unique opportunity to resolve a fundamental flaw in America's government structure: the absence of any authority at the metropolitan regional level. Metropolitan regions have become the most important functional units of economic and social life in almost all modern societies" (Downs, 1997).

The road to the metropolitan region takes us through the land of local government. Local governments are the building blocks of the metropolitan regions. The American system of governing and government is best understood as a territorial based distribution of power and responsibility. It is steeped in both law and popular culture. Over 40 years ago, Arthur Maas (1959) defined the structure of local government in the United States as an "areal" division of power wherein the territorial bounded local governments were, by culture and practice, an integral part of a system of organizing that divided power between the federal, state, and local governments. In 1868, Justice Dillon (*City of Clinton v. The Cedar Rapids and Missouri Railroad*) articulated America's legal doctrine on local governments, calling them "mere tenants at will of their respective state legislatures" which could be "eliminated by the legislature with a stroke of the pen." Dillon also articulated America's popular doctrine on local governments by calling such an act (the elimination of a local government) "so great a folly, and so great a wrong." Such is the paradox of local government in United States--so weak, yet so strong. In addition, there is emerging a great paradox in the design and functioning of governance systems in metropolitan regions in the United States. At the same time that

those regions are becoming more diffuse (as measured by the MPDI), they are becoming more integrated in resolving problems at the metropolitan level. This course deals with identifying and exploring the primary ways in which local governments are engaging in regional activities. The nature of this great paradox needs to be established.

The primary explanation for the paradox results from our moving from thinking about a paradigm centered on government to one centered on governing or governance. Governing is the act of public decision-making and is no longer the exclusive domain of governments. Indeed, governments at all levels, non-profit organizations, and the private sector now work together in new partnerships and relationships that blur sectoral lines. Private businesses, under contract to governments, deliver a wide variety of government programs. Conversely, governments are often managing more private sector firms than public sector employees. Non-profit organizations, often representing organizations of governments, are partnering with governments, private firms and other non-profits to deliver services. Private foundations in many metropolitan regions, utilizing revenues generated from the private sector, are working to finance public, private, and non-profit organizations in the addressing of important regional public problems. The net result is a paradigm that recognizes the formal and informal organizing of institutional relationships that constitute the governing of the metropolitan area.

As such, understanding the governance structure of these regions is an emerging interdisciplinary undertaking that is on the cutting edge of public policy and management issues for the 21st century. GSPIA's mix of international and domestic perspectives provides a comprehensive and global backdrop for this assessment. Although we will focus on North American regions, many of the solutions and initiatives are easily transportable.

Products/Grading Policy: The following products are expected and their relative weight are noted below:

<i>Assignment 1: Debate (75%)</i>	<i>Assignment 2: Research (25%)</i>
<p>As an advocate: Develop and present the case for one of the proposed regional innovations identified below. Write up the case.</p> <p>As a critic: Respond to one of the regional innovations presentations presenting the case for why the innovation should not be implemented.</p>	<p>Select one of my four forms of regionalism. Identify an innovation in another region in the North America or Europe. Study it, explain it, assess its application to other regions. Present orally and in a 5 page paper.</p>

Bibliography:

Good sites		http://www.rppi.org/ps282central.html http://www.smartgrowth.org/index2.html http://www.narc.org/
Book Reserve	D1	Downs, Anthony (1994). <i>New Visions for Metropolitan America</i> . Washington D.C.: Brookings Inst.
Book Reserve	F1	Frug, G. (1999). <i>City Making: Building Communities Without Building Walls</i> . Princeton, NJ: Princeton University Press.
Book Reserve	G1	Garreau, Joel (1992). <i>Edge City: Life in the New Frontier</i> . NY: Anchor Books.
Book	H1	Henton, D., J. Melville, and Kimberly Walesh (1997). <i>Grassroots Leaders for a New Economy: How Civic Entrepreneurs are Building Prosperous Communities</i> . San-Francisco: Jossey-Bass Publishers
Book Reserve	K1	Kling, B, Spencer Olin, and Mark Poster (eds) (1991). <i>Post-Suburban California: The Transformation of Orange County since WWII</i> . Berkley: University of California Press
Book Reserve	L1	Lewis, Paul G. (1996). <i>Shaping Suburbia: How Political Institutions Organize Urban Development</i> . Pittsburgh: University of Pittsburgh Press
Book Reserve	M3	McGinnis (ed) (1999). <i>Polycentricity and Local Public Economies: Readings from the Workshop in Political Theory and Policy Analysis</i> .
Text	M1	Miller, David (2002). <i>The Regional Governing of Metropolitan America</i> . Westview Press.
Article	M2	Miller, D., R. Miranda, R.Roque, and C. Wilf. (1995). "The Fiscal Organization of Metropolitan Areas: The Allegheny County Case Reconsidered". <i>Publius: The Journal of Federalism</i> . Volume 25, Number 4. 19-36.
Book Reserve	O1	Orfield, Myron (1997). <i>Metro-Politics: A Regional Agenda for Community Stability</i> . Washington D.C.: Brookings Inst.
Book	N1	National Research Council (1999). <i>Governance and Opportunity in Metropolitan America</i> . National Academy Press.
Book Reserve	P1	Peirce, Neal et al (1993). <i>Citi-States: How Urban America can Prosper in a Competitive World</i> . Washington D.C.: Seven Lock Press. ISBN 0-929765-34-6
Book Reserve	R1	Rusk, Dave (1993). <i>Cities without Suburbs</i> . Baltimore: John Hopkins University Press. ISBN 0-943875-50-1
Book Reserve	R2	Rusk, Dave (1999). <i>Inside Game, Outside Game</i> .
Book Reserve	S1	Schneider, Mark (1989). <i>Competitive City: The Political Economy of Suburbia</i> . Pittsburgh: University of Pittsburgh Press. ISBN 0-8229-5452-4
Book Reserve	S2	Stephens and Wikstrom (1998). <i>Metropolitan Government and Governance</i> .
Article	T1	Tiebout, C. (1956). "A Pure Theory of Local Expenditures". <i>Journal of Political</i>

In McGinnis		<i>Economy</i> ; 64: 416-424
Book Reserve	W1	Weiherr, Greg (1991). <i>The Fragmented Metropolis</i> . Albany: State University of New York Press ISBN 0-7914-0565-6

Tentative schedule likely to change – read with caution

No	<u>Date</u>	<u>Material</u>	<u>Assignment</u>
1	January 9, 2003	Overview of course. Discussion of metropolitan areas. Does structure matter (and I am a structuralist)?	Read the first three chapters of my book.
2	January 16, 2003	From local government to region	Read chapters 4, 5 and 6 in my book
3	January 23, 2003	Forms of regionalism	Read chapters 7 and 8 in my book.
4	January 30, 2003	Session cancelled	Start on M3 and N1 and read over the next few sessions
5	February 6, 2003	Forms of regionalism	Read (skim) Rusk (R1 and R2); Skim D1; Intro to Peirce (P1) and any cases in Pierce you find interesting.
6	February 13, 2003	Region as a system; Principles of advocacy and critique	Read the first two chapters of Lewis (L1). Read the intro to Henton (H1) and skim the case studies in which you are interested.
7	February 20, 2003	Region as polycentricity	Read as much of Orfield (O1) as you are interested. Read the first two chapters of Weiherr (W1). Read Tiebout (T1); the intro to Garreau (G1), the intro to Kling (K1), and the intro the Schneider (S1).
8	February 27, 2003	Region as organic whole	Catch up on M3 and N1
	March 6, 2003	Spring break	Catch up on M3 and N1
9	March 13, 2003	The City of Pittsburgh and the County of Allegheny ought to be merged into a single unified government.	Western Pennsylvania ought to create more special districts to run particular regional services.
		Advocate: Robin Critic: Chris	Advocate: Carter Critic: Mike
10	March 20, 2003	In Allegheny County, a county-wide housing plan ought to be adopted by the county council	Representatives, including the Chief Executive, to SPC ought to be directly elected.
		Advocate: John Critic: Stephanie	Advocate: tbd Critic: Emily
11	March 27, 2003	The Minnesota Tax base sharing plan ought to be adopted for Allegheny county	In Western Pennsylvania, all local zoning regulations and decisions ought to be subject to approval through the SPC.
		Advocate: tbd Critic: tbd	Advocate: Mike Critic: Alex

12	April 3, 2003	A multi-county regional transportation authority ought to be created in western Pennsylvania.	The state ought to mandate and fully subsidize neighboring communities to annex contiguous fiscally strapped communities.
		Advocate: Emily Critic: John	Advocate: Stephanie Critic: Robin
13	April 10, 2003	The State legislature should adopt dis-incorporation legislation as proposed by Rep. Stevenson.	The mayor of the city of Pittsburgh should assume executive responsibility for the city schools.
		Advocate: Alex Critic: tbd	Advocate: Chris Critic: Carter
14	April 17, 2003	Session cancelled	write
15	April 24, 2003	Regional Innovations 1 - 5	Regional Innovations 6 - 10

Assignments:

As advocate
As critic
As researcher