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Spring 2007  
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School of Urban & Public Affairs  
Urban Studies Institute, 110  
Hrs: Mon.-Fri. 10 am 4 pm (by appt.)

### **Urban Policy and Governance (UPA 602)**

**Idea of the Seminar:** This is a core course at the Ph.D level, and it is designed to introduce students to the literature of metropolitan governance and urban policy. The course is intended to inform planners, policy analysts and administrators about how cities and suburbs operate within metropolitan regions. We view cities through the lens of their respective governments and their inter-local relations. In doing this we draw a distinction between *government* and *governance*. To best understand these relationships we turn to three essential arenas through which governance takes place. These include 1) the making (incorporation) of municipalities 2) the operations of metropolitan or regional economies, and 3) lateral and vertical policy networks that link localities to one another as well as to state or federal authorities.

In examining the inter-local context we begin with the basic notion that America contains over 87,000 local governments. This country has more local governments per capita than most nations of the world. How and why so many local governments were created has a significant bearing on the nature of metropolitan and intergovernmental politics. Metropolitan political structures are driven by social and racial divisions that are often concomitant with territorial lines, confining poorer and minority populations to the urban core while more affluent populations inhabit the peripheries. We examine this kind of polarization and treat it within a policy context. Studying the organization of metropolitan areas also enables us to understand how organizations can change over time as well as how those changes affect services, taxation, revenues, housing, transportation and the like.

Toward this end we examine efforts to re-scale the city. Rescaling is defined as the reconfiguration of territorial boundaries in order to exercise decisional and policy control. Some of the reasoning behind re-scaling turns on efforts to make them more competitive or efficient and make cities more accountable. We consider the different ways or models through which rescaling occurs, the growth of “regionalism” and the empirical effects of this change. Examples of rescaling include city annexations, city-county consolidation, inter local agreements, metropolitan service districts, extra territorial jurisdiction and multi tiered metropolitan government. We examine how re-scaling leads to policy results and how these results might be evaluated. The consolidation (merger) of our own city and county affords us an opportunity to test some commonly held propositions.

Next, we turn to how policies affect urban life. Our scope is broad and we study how various decisions have affected urban life over the last thirty years. These are known in the field as “policy outputs”. This inquiry enables us to learn about the operations, the arrangements and the vocabulary of urban policy. We pay attention to the differential impact of urban policy, namely the demographic, social and spatial dimensions brought about by governance.

Last, we examine possible alternatives for enhancing or rejuvenating cities. Within this theme we consider the role of regional institutions, state and federal interjection in the marketplace and substantive policy change. All told, the course seeks to arrive at some critical answers to urban problems. We intend to find out whether we have learned anything in the last thirty years and whether we really know how to go about “fixing” cities? If so, how might we pursue this task?

### **Objectives and Course Management**

The objectives of this course are to 1) convey an understanding of how urban governance is carried out in a metropolitan and inter-local context 2) conduct an analytic discourse about the relationship between territory, power and policy, and 3) show how empirical analysis can illuminate policy alternatives for cities.

The course will be managed as a seminar and students are expected to uphold standards of informed participation. Students play an especially important role in carrying discussion. As such students should be prepared for each session. Students who would like to be apprised of the quality of their participation should inquire by mid semester.

The sections located below are listed as categories and may extend into more than a single week. In addition to a number of key volumes we rely on a number of peer reviewed journal articles and monographs—a few of which are written for a non professional audience. Students should purchase or access the following books:

Burns, N	<u>The Formation of American Local Gov't</u> (1994)
Barnes, W. & Ledebur	<u>The New Regional Economics</u> (1998)
Stephens & Wikstrom	<u>Metropolitan Government and Governance</u> (2000)
Dreier, Mollenkopf & Swanstrom	<u>Place Matters</u> (2004)

The following articles or monographs are available on line or will be distributed. \*

Brenner, N.	“Decoding the Newest Metro” Cities, 2002 (19) 1
Liesbet, H & Marks, G.	“Unraveling the Central State” APSR, 2003 (97) 2
Savitch & Vogel	“Suburbs Without a City” UAR, July, 2004 (39) 6.
Savitch & Vogel	“Local & Regional Governance (2006) distributed
Ostrom, E.	“The Danger of Self Evident Truths” APSA, 2000 access at <a href="http://www.apsanet.org/PS/march00/ostrom.cfm">http://www.apsanet.org/PS/march00/ostrom.cfm</a>
Brookings Institution	<u>Beyond Merger</u> (2002) access at <a href="http://www.brookings.edu/metro/louisville/abstract.htm">http://www.brookings.edu/metro/louisville/abstract.htm</a>
Greater Louisville Project	“Fix, Build Create, Invest, Balance” access at <a href="http://www.greaterlouisvilleproject.org">www.greaterlouisvilleproject.org</a>

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\* Abbreviations stand for the following: APSR, American Political Science Review; UAR, Urban Affairs Review

## **Section I. The intersection of politics and economics**

### 1. The Origins, Dynamics and Consequences Local Growth

Burns, entire

### 2. It's the economy, stupid...or is it?

Barnes and Ledebur, Ch 1-7

### 3.. The Political Economy of Governance

Stephens and Wikstrom Ch. 1-3

Dreier, et al. Ch. 1-3

## **II. Rescaling: The politics of reorganization**

### 4. Rescaling the Metropolis: Polycentrism, Public Choice and Incremental Change

Stephens and Wikstrom Ch. 4-6

Savitch & Vogel (2006) entire

Brenner, entire

### 5. Rescaling for Policy, Power or Coordination

Barnes and Ledebur, 9-10

Stephens and Wikstrom, Ch. 7- 8

Liesbet and Marx, entire

### 6. The Metropolis and Region: Evidence and Anecdote

Ostrom, entire

Dreier, et al. Ch. 5 - 6

### 7. Home Front: The Empirics of City-County Consolidation

Savitch and Vogel, (2004) entire

Brookings Institution, entire

Greater Louisville Project, entire

### Section III: Policy Alternatives

#### 8. Looking Forward: Rescaling and Policy.

Dreier, et al. Ch. 7-8  
Stephens and Wikstrom, Ch 9

#### 9. Conclusions

Class Presentations

**Assignments and Grading:** Three written assignments are required. More will be said about each of these in class, but a brief word is in order. The first of these assignments consists of an essay of twelve pages. A second written assignment consists of a short research design of several pages. A final project consists of a major research paper of roughly twenty-five pages.

All papers must be properly footnoted and contain a bibliography. Students should maintain duplicates of all work submitted. Papers submitted after announced deadlines will be penalized, and in no case will a paper be accepted more than one week after a deadline.

Grading for the course follows:

Informed Participation: 20%  
Analytic Essay: 20%  
Research Design 10%  
Research Paper: 50%

Numerical and Letter Grade Equivalent are used as follows:

93+	A	77-79	C+
90-92	A-	73-76	C
87-89	B+	70-72	C-
83-86	B	60-69	D
80-82	B-	59 or less	F

#### Please Note

Students who would like to be apprised of the quality of their participation should inquire by mid semester. Finally, it should be noted that plagiarism is a serious violation of academic standards and can be defined as taking ideas in whole or in part from someone else without citation or attribution. Plagiarism can result in a grade of "F" for the course as well as suspension or dismissal from the university. Policies regarding Graduate School

Procedures, Student Rights and Responsibilities and the like can be found in the Graduate School Catalogue and also at <http://campuslife.louisville.edu/cloffice/conduct/index.html>. Regarding academic honesty, the University of Louisville's code of student rights and responsibilities can be found at <http://www.louisville.edu/student/services/registrar/GI-5-30%20.pdf> beginning on page 26.

### **Dates and Deadlines**

Mid Term Break: March 12-18

Speaker: April 3 (tentative)

Last Day of Class, April 16, Research Paper Due