

# CFS NOTEBOOK

Conference for  
Federal Studies

SPRING

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EXPENSE GRANT PROGRAM FOR  
MEMBERS OF THE CONFERENCE FOR FEDERAL STUDIES  
FOR

SERVING THE PUBLIC IN A METROPOLITAN SOCIETY

THE THIRD "TOWARD '76" CONFERENCE

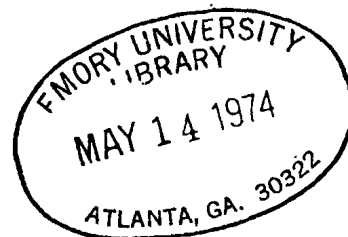
OF THE

CENTER FOR THE STUDY OF FEDERALISM

SPONSORED BY THE

CENTER AND THE URBAN STUDIES PROGRAM

Temple University  
Philadelphia, Pa. 19122



August 25-27, 1974

Hilton Hotel  
Philadelphia, Pa.

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A limited number of GRANTS FOR EXPENSES are available from the Conference for Federal Studies for its members to attend and participate in the conference on Serving the Public in a Metropolitan Society in August. A full description of the Conference begins on Page 2 of this issue including the questions to be considered and the format.

To apply for these grants, write a letter to the Conference for Federal Studies Coordinator, Dr. Earl M. Baker, Center for the Study of Federalism, Temple University, Philadelphia, Pennsylvania, 19122. In the letter, include your present position and rank, your educational background and degrees, a brief description of your interests (teaching and/or research) in the field of inter-governmental relations in federal systems, and how attendance at the conference will benefit your institution. Also enclose a proposed budget for your travel and incidental expenses. Letters should be received at the Center by July 1, 1974.

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## SERVING THE PUBLIC IN A METROPOLITAN SOCIETY

### CONFERENCE THEME

In the twentieth century, the specifics of serving the public have undergone significant changes of both a substantive and procedural character. Substantively, the emergence of the welfare state has brought about a radical widening of the scope of governmental services. Procedurally, the "delivery" of those services has been increasingly entrusted to very large organizations which raises new problems of responsibility for the publics they serve.

Now, in the last third of the century, serious questions are being raised in many quarters regarding the consequences and implications of those changes. These questions are of an intensely practical nature, bearing directly on the future directions of government. They take on a particular urgency in light of the great population growth and the increasing concentration in metropolitan areas since the turn of the century.

In light of the foregoing, the third in the series of "Toward '76" conferences of the Center for the Study of Federalism will be devoted to exploring the problems of serving the public in a metropolitan society. It will concern itself with the substantive and procedural dimensions of the problem, exploring them from at least four perspectives--those of (1) the publics as the recipients of governmental services; (2) the experts who, as masters of the technologies involved in providing the various services, have their own standards of what constitutes efficient service at proper standards; (3) the jurisdictions (federal, state, local) through which services are provided; and (4) the political and administrative leadership whose task it is to decide what services should be rendered, to whom, and how.

### CONFERENCE QUESTIONS

1. In light of our experience in the recent past, do we need to redefine the scope of governmental services? What should be the role of government--generally--in the provision of services to the citizen in the foreseeable future? What substantive limits, if any, should be imposed on government in that connection? What additional developments, if any, should be encouraged?
2. What have we learned in the last decade about the relationship between costs and benefits (economic, social and political) in the provision of governmental services? How can we best profit from these lessons?
3. How does government deal with conflicting constituency demands or equal legitimacy in an age when every extension of services to one group is likely to substantially affect the situation of other groups?

4. How much weight should technical and technological considerations have in light of conflicting claims of constituency preferences, political interests, and constitutional legitimacy?
5. What are the considerations likely to be involved at present and in the immediate future in the mobilization of political and economic resources for the support (and extension) of governmental services?
6. To what extent should constitutional and jurisdictional questions be considered in evaluating the specifics of governmental services to the public? How can existing jurisdictional divisions and constitutional claims be utilized to centralize the responsiveness of government to public needs and interests?
7. What is the relationship between the demands of various constituencies regarding governmental services, the technological possibilities for meeting those demands, the problems of mobilization of economic and political resources to meet them, and the constitutional and jurisdictional questions involved in doing so?
8. To what extent should public non-governmental or private bodies be encouraged to provide public services in lieu of or in cooperation with government?

#### CONFERENCE FORMAT

Six participants will present papers at the conference which relate these questions to their present research on Serving the Public in a Metropolitan Society. Discussion will follow each presentation. The format and setting of the conference will provide for in-depth exchange of ideas and discussions. A full list of participants and paper givers will be published shortly.

PUBLIUS SYMPOSIUM AT ANNUAL APSA MEETING

The third annual PUBLIUS symposium will be held at the APSA Annual Meeting, Friday, August 30, 1974, at 9:30-10:30 a.m., Palmer House, Chicago. Entitled "Silk Purses to Sow's Ears: Grants-in-Aid and Revenue Sharing," the symposium will be concerned with state response and variance to grants-in-aid. A list of participants and additional information including room number will appear in a later NOTEBOOK.

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CONFERENCE FOR FEDERAL STUDIES  
ANNUAL MEMBERSHIP MEETING

There will be a general membership meeting of the Conference for Federal Studies Friday, August 30, 1974 at 11:30, Palmer House, Chicago. The publishing program of the CFS NOTEBOOK and Expense Grant Program will be reviewed and activities for the 1974-1975 year will be planned. The room number is to be announced.

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A NOTE ON COMPARATIVE URBAN AND FEDERAL STUDIES READING LIST

This course is the second in a series of courses on comparative urban and federal studies. The purpose of this course is to explore theoretical and empirical "locations" of local governments in differing federal systems. The first section of readings presents alternate approaches to the study of: comparative federalism, intergovernmental relations, and local politics within a national context. The second section examines local governments and their relationships with national and state (cantonal, laender, provincial) governments within selected federal systems. The third section examines federalism as a model for organizing relationships among local governments within selected metropolitan areas. Readings in section two have been selected to introduce background information on particular federal systems from which section three case studies are drawn. Countries have been selected so as to provide a relatively wide, yet manageable, representation of federal systems and political cultures. The countries are: the United States; Canada and Australia; Austria, Switzerland, West Germany; Yugoslavia; and Brazil and Mexico.

COMPARATIVE URBAN AND FEDERAL STUDIES

READING LIST

Urban Studies 636

Dr. Stephen Schechter  
Temple University

ASSIGNMENT # 1: APPROACHES TO THE STUDY OF COMPARATIVE FEDERALISM:

\*Ivo Duchacek

Comparative Federalism: The Territorial Dimension of Politics  
(New York: Holt, Rinehart, Winston, 1970), pp. 1-15, 188-208.

\*Ivo Duchacek

"External and Internal Challenges to the Federal Bargain." Paper prepared for Urbanization in Federal Systems Seminar, Temple University, April 1973.

\*Daniel J. Elazar

"Federalism," International Encyclopedia of the Social Sciences:

Anthony Birch

"Approaches to the Study of Federalism," in A. Wildavsky, ed., American Federalism in Perspective, (Boston: Little, Brown, 1967), pp. 59-77.

Thomas Franck

Why Federations Fail. An Inquiry into the Requisites for Successful Federalism (New York: New York University Press, 1968), pp. 167-199.

Carl Friedrich

"New Tendencies in Federal Theory and Practice," General Report, 6th World Congress, IPSA, Geneva, 1964; 21 pp.

Morton Grodzins

The American System: A New View of Government in the United States. Edited by Daniel J. Elazar (Chicago: Rand, McNally & Co., 1966), pp. 3-90.

William Livingston

"A Note on the Nature of Federalism," in Aaron Wildavsky, ed., American Federalism in Perspective. pp. 33-47.

William Riker

Federalism: Origin, Operation, Significance. (Boston: Little, Brown, 1964), pp. 1-16.

Henry Teune

"The Future of Federalism: Federalism and Political Integration," in Valerie Earle, ed., Federalism: Infinite Variety in Theory and Practice. (Itasca, Illinois: F. E. Peacock; 1968) pp. 213-33.

\*REQUIRED TEXTS

K. C. Wheare

Federal Government, Fourth edition, (London: Oxford University Press, 1963), pp. 1-34.

ASSIGNMENT # 2: INTERGOVERNMENTAL RELATIONS AND THE AREAL DIVISION OF POWERS IN FEDERAL SYSTEMS

A. Values and Criteria:

\*Robert Dahl

"The City in the Future of Democracy," American Political Science Review, LXI(4), December 1967, pp. 953-970.

\*John Fesler

"Approaches to the Understanding of Decentralization," in Journal of Politics, (August, 1965), pp. 536-566.

\*Arthur Maass

"Division of Powers: An Areal Analysis," in Arthur Maass, ed., Area and Power: A Theory of Local Government (New York: The Free Press, 1959), pp. 9-26.

\*Arthur Macmahon

"The Problems of Federalism: A Survey," in Arthur Macmahon, ed., Federalism: Mature and Emergent (New York: The Free Press, 1959), pp. 3-27.

\*Paul Ylvisaker

"Some Criteria for a 'Proper' Areal Division of Governmental Powers" in Arthur Maass, op. cit., pp. 27-49.

B. Administration in Federal Systems:

Ronald J. May

Federalism and Fiscal Adjustment (Oxford: Clarendon Press, 1969), pp. 55-185.

Ronald L. Watts

Administration in Federal Systems (London: Hutchinson Educational Ltd., 1970).

ASSIGNMENT # 3: APPROACHES TO THE STUDY OF LOCAL POLITICAL SYSTEMS IN A NATIONAL CONTEXT

Robert T. Daland

"Comparative Perspectives of Urban Systems" in Robert T. Daland, ed., Comparative Urban Research: The Administration and Politics of Cities, (Beverly Hills, Calif.: Sage Publications, 1969), pp. 15-59.

\*Daniel J. Elazar

"Urbanization in Federal Systems... An Introduction" Paper prepared for Urbanization in Federal Systems Seminar, Temple University, 1973.

\*Mark Kesselman

"Research Perspectives in Comparative Local Politics: Pitfalls and Prospects" in Comparative Urban Research, Vol. 1, Spring, 1972, pp. 10-30.

John Friedman

"The Spatial Organization of Power in the Development of Urban Systems" in Comparative Urban Research, Vol. 1, No. 1 (December 1972), pp. 5-42.

A. Lee Fritschler & Morley Segal

"Intergovernmental Relations and Political Science: Developing an Integrative Typology" in Publius, Vol. 1, Winter, 1972, pp. 95-122.

Robert C. Fried

"Prefectoral Linkage of Nation and Locality" in Jack Goldsmith and Gil Gunderson, ed., Comparative Local Politics: A Systems-Function Approach, (Boston: Holbrook Press, Inc., 1973), pp. 229-242.

Morton Grodzins

The American System, op. cit., pp. 156-289.

Philip Jacob and Henry Teune

Eds., Values and the Active Community: A Cross-National Study of the Influence of Local Leadership by the International Studies of Values in Politics, (New York: The Free Press, 1971), "The Ecology of Local Politics," pp. 171-235 and "Patterns of Activeness: The Influence of Country, and System," pp. 289-312.

Norton Long

"Aristotle and the Study of Local Government," Social Research XXIV, No. 3 (Autumn, 1957), pp. 287-310.

The Unwalled City. Reconstituting the Urban Community, (New York: Basic Books, 1972) pp. 3-32.

Frank P. Sherwood

"Devolution as a Problem of Organization Strategy" in Robert Daland, op. cit., pp. 60-87.

Roland Warren

"Toward a Reformation of Community Theory," in Roland Warren, ed., Perspectives on the American Community. A Book of Readings, (Chicago: Rand, McNally, & Co., 1966), pp. 69-77.

ASSIGNMENT # 4: LOCAL GOVERNMENT IN FEDERAL SYSTEMS

A. Historical Development and Regional Variation

United States

Alexis de Tocqueville

Democracy in America, Vol. I, transl. by Henry Reeve (New York: Schocken Books, 1961), Chapter 5, pp. 52-99.

Edward C. Banfield and James Q. Wilson

City Politics (New York: Vintage Books, Random House, 1963), pp. 63-75.

Daniel J. Elazar

American Federalism: A View From the States, Second Edition (New York: Thomas Y. Crowell, 1972), pp. 179-205.

"Local Government in Intergovernmental Perspective" in Daniel J. Elazar, et. al., ed., Cooperation and Conflict: Readings in American Federalism (Itasca, Ill.: F. E. Peacock Publishers, 1969), pp. 416-423.

"Urban Problems and the Federal Government: A Historical Inquiry," Political Science Quarterly, Vol. 82, No. 4 (December 1967), pp. 505-525.

Ira Sharkansky

Regionalism in American Politics (Indianapolis: The Bobbs-Merrill Co., 1970).

Canada and Australia

Henry S. Albinski

Canadian and Australian Politics in Comparative Perspective (New York: Oxford University Press, 1973), pp. 385-401.

K. Grant Crawford

Canadian Municipal Government (Toronto: University of Toronto Press, 1954), pp. 19-73.

J. Stefan Dupre

"Applied Areal Analysis: The Case of Canada" in Arthur Maass, op. cit., pp. 89-112.

U. S. Advisory Commission on Intergovernmental Relations

In Search of Balance: Canada's Intergovernmental Experience (Washington, D.C.: ACIR Report M-68, September 1971), pp. 1-11, 83-100, Appendix A.

E. C. Fry

"Growth of an Australian Metropolis," R. S. Parker and P. N. Troy, ed., The Politics of Urban Growth (Canberra: Australian National University Press, 1972), pp. 1-23.



Gerald H. France and Colin A. Hughes

"The Role of Government," R. S. Parker and P. N. Troy,  
op. cit., pp. 37-60.

#### Austria and West Germany

Christa Altenstetter

"Intergovernmental Profiles in the Federal Systems of Austria and West Germany: A Comparative Perspective" paper prepared for Temple Conference on the Politics of Intergovernmental Relations in Federal Systems: Urban Perspectives, 1973.

Peter Gerlich

"Local Government and Politics in Austria," Rodney Stiefbold, ed., The Government and Politics of Austria (Stanford: Stanford University Press, forthcoming).

Arnold Heidenheimer

The Governments of Germany, Second Edition (New York: Thomas Y. Crowell, 1966), pp. 172-181.

Robert L. Röthweiler

"Revenue Sharing in the Federal Republic of Germany," Publius, Vol. 2, No. 1 (Spring 1972), pp. 4-25.

Roger H. Wells

"Local Government," Edward H. Litchfield and Associates, Governing Postwar Germany (Ithaca, N.Y.: Cornell University Press, 1953), pp. 57-83.

#### Switzerland

Robert C. Fried

"Politics, Economics, and Federalism: Aspects of Urban Government in Austria, Germany, and Switzerland," European Urban Research, Working Paper #2, University of California, Los Angeles, 1973.

Ioan B. Rees

"Local Government in Switzerland," Public Administration (London), Winter 1969, pp. 420-450.

Richard Reich

"Local Influence on Federal Consultation Procedures: The Swiss Example" paper prepared for the Temple Conference on the Politics of Intergovernmental Relations in Federal Systems, 1973.

Yugoslavia

Jack C. Fisher

Yugoslavia: A Multinational State (San Francisco: Chandler Publishing 1966), pp. 27-60 and 145-181.

Mexico and Brazil

Leonard Cardenas, Jr.,

"Contemporary Problems of Local Government in Mexico," in The Western Political Quarterly, December, 1965, pp. 858-865.

William L. Furlong

"Obstacles to Political Development: Case Studies of Center and Periphery in Northern Mexico," paper presented at Annual APSA Meeting, 1972.

Diogo Lordello de Mello

"Administrative Decentralization and the Brazilian Municipal Reality" in Ivan Richardson, ed., Perspectives of Brazilian State and Local Government (Los Angeles: University of Southern California, International Public Administration Series, #4, 1965), pp. 15-32.

Frank Sherwood

Institutionalizing the Grass Roots in Brazil: A Study in Comparative Local Government (San Francisco: Chandler Publishing, 1967), pp. 1-52.

B. Case Study: "The Ties That Bind": Local Parties, Programs and Personnel in The American Federal System:

B. Dean Bowles

"Local Government Participation as a Route of Recruitment to the State Legislatures in California and Pennsylvania, 1900-1962" in Daniel J. Elazar, et. al., Cooperation and Conflict, op. cit., pp. 246-259.

R. Bruce Carroll

"Intergovernmental Administrative Relations" in Daniel J. Elazar, et. al., Cooperation and Conflict, pp. 292-387.

Daniel J. Elazar

Cities of the Prairie: The Metropolitan Frontier and American Politics (New York: Basic Books, 1970), pp. 367-419.

A. Lee Fritschler, B. Douglas Harman, and Morley Segal

"Federal, State, Local Relationships," Urban Data Service (Washington, D.C.: International City Management Association, December 1969).

Morton Grodzins

The American System, op. cit., pp. 156-253:

Roscoe C. Martin

The Cities and the Federal System (New York: Atherton Press, 1965), pp. 109-136.

Jack W. Osman

"The Dual Impact of Federal Aid on State and Local Government Expenditures," Daniel J. Elazar, et al., Cooperation and Conflict, pp. 233-245.

Douglas St. Angelo

"The 'Broker Role' of Local Political Parties and Federal Administration," Daniel J. Elazar et al., Cooperation and Conflict, pp. 543-552.

ASSIGNMENT # 5: INTERGOVERNMENTAL RELATIONS AND THE AREAL DIVISION OF POWERS IN METROPOLITAN AREAS

A. Values and Criteria:

J. Stefan Dupre

"Intergovernmental Relations and the Metropolitan Area," in L. Feldman and M. Goldrick, eds., Politics and Government in Canada. (London: Methuen, 1969), pp. 183-193.

Vincent Ostrom, Charles M. Tiebout and Robert Warren

"The Organization of Government in Metropolitan Areas: A Theoretical Inquiry" in American Political Science Review, LV (December 1961), pp. 831-842.

Robert C. Wood

"A Division of Powers in Metropolitan Areas" in Arthur Maass, op. cit., pp. 53-69.

B. Approaches to Regional Government and Administration

Canada and United States

Bureau of Municipal Research, Toronto

"Reorganizing Local Government: A Brief Look at Four Provinces," Civic Affairs, 1972.

John Hebal

"Approaches to Regional and Metropolitan Government in The United States and Canada," Canadian Public Administration, Vol. 10 (June 1967), pp. 197-

U. S. Advisory Commission on Intergovernmental Relations.  
Substate Regionalism (Washington, D.C., 1973).

Joseph F. Zimmerman

"Metropolitan Reform in the United States: An Overview,"  
Public Administration Review, Vol. 30 (September 1970),

Australia

P. F. Harrison

"Planning the Metropolis: A Case Study," R. S. Parker and  
P. N. Troy, op. cit., pp. 61-99.

Switzerland and West Germany

Ioan B. Rees

"Local Government in Switzerland," Public Administration  
(London), Winter 1969, pp. 420-450.

Conrad Weiler

"Metropolitan Reorganization in West Germany,"  
Publius, Vol. 2, No. 1 (Spring 1972), pp. 26-68.

Yugoslavia

Eugene Pusic

"Area and Administration in Yugoslavia," International Social Science  
Journal, Vol. 21 (1969) pp. 68-82.

Brazil, Guanabara

Ivan L. Richardson

"Decentralized Administration in Guanabara," Ivan L. Richardson,  
ed., Perspectives of Brazilian State and Local Politics, op. cit.,  
pp. 53-90.

Frank Sherwood

Institutionalizing the Grass Roots in Brazil, op. cit., pp. 138-159.

C. Case Studies: Metropolitan Reorganization by Provincial Design:

1. "Metro" Toronto: A Successful Metropolitan Federation

Gail C. Cook

"Public Service Provision in Metropolitan Areas," Lionel D. Feldman  
and Michael D. Goldrick, ed., Politics and Government of Urban Canada:  
Selected Readings, Second Edition (Toronto: Methuen, 1972), pp. 71-85.

James D. Fleck

"Restructuring the Ontario Government," Canadian Public Administration, Vol. 16, No. 1 (Spring 1973), pp. 55-68.

Harold Kaplan

"The Integration of Metropolitan Federations: The Interaction of Political Theory and Urban Phenomena," N. H. Lithwick and Gilles Paquet, ed., Urban Studies: A Canadian Perspective (Toronto: Methuen, 1968), pp. 146-178.

Frank Smallwood

Metro Toronto: A Decade Later (Toronto: Bureau of Municipal Research, 1964).

C. R. Tindal

"Regional Administration: A Study of Ontario Government Department Field Offices," Canadian Public Administration, Vol. 11 (1968), pp. 186-249.

"Regional Development in Ontario," Canadian Public Administration, Vol. 16, No. 1 (Spring 1973), pp. 110-123.

Ontario Committee on Taxation

Report on Metropolitan Toronto, 1967 excerpts reprinted in L. Feldman and M. Goldrick, op. cit., pp. 270-283.

Ontario Municipal Board

"Decision on Spadina Expressway" and Statement of the Hon. W. G. Davis, Premier of Ontario excerpts reprinted in L. Feldman and M. Goldrick, op. cit., pp. 197-211.

Ontario Ministry of Treasury, Economics and Intergovernment Affairs  
Design for Development Reports.

Ontario Committee on Government Productivity

Report Number Ten: A Summary, 1973.

## 2. "Unicity" Winnipeg: Aftermath of an Unsuccessful Federation

M. S. Donnelly

"Ethnic Participation in Municipal Government: Winnipeg, St. Boniface and the Metropolitan Corporation of Greater Winnipeg," L. Feldman and M. Goldrick, op. cit.; pp. 47-56.

Dennis C. Hefferon

"Notes on Bill 36: The City of Winnipeg Act," L. Feldman and M. Goldrick, op. cit., pp. 309-330.

Thomas J. Plunkett

Winnipeg: Canada's Third Largest City: An Explanation of its New Government (City of Winnipeg, Manitoba, 1972).

Manitoba Minister for Urban Affairs

Proposals for Urban Reorganization in the Greater Winnipeg Area (1971)