

CSF Notebook

THE CENTER FOR THE STUDY OF FEDERALISM

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FROM THE EDITOR

The dissemination of information about federalism and intergovernmental relations is a principal objective of the CSF Notebook. This issue covers a wide spectrum in providing information on research, teaching, and upcoming conferences. Here we feature the results of our 1987 inventory of federalism research; an example of a graduate course in Intergovernmental Relations; and the 1988 program of the APSA Section on Federalism and Intergovernmental Relations.

We would be interested in receiving from you any item of news about research and teaching of Federalism and Intergovernmental Relations. Send any material for the CSF Notebook to: Dr. Ellis Katz, Center for the Study of Federalism, Temple University (#025-25), Philadelphia, PA 19122.

- Robert D. Thomas



UPCOMING PANELS

IPSA Meeting

The International Political Science Association's World Congress will be held in Washington, D.C. from August 28 to September 1, 1988. The following are the panels sponsored by the Comparative Federalism Research Committee.

SESSION I: COMPARATIVE FEDERALISM AND THE DELIVERY OF PUBLIC POLICIESPapers:

"The Delivery of Taxation Policy in the Australian Federal System"

Cheryl Saunders (Law School, University of Melbourne, Australia)

"The Political Decision-Making Processes and Intergovernmental Fiscal Relations in Germany"

Wolfgang Renssch (Institut für Sozialgeschichte, Germany)

"Administering Decentralization: France and Corsica"

John Laughlin (University of Ulster, United Kingdom)

"Structuring India's Federal System"

A.H. Haqqi (Aligarh Muslim University, India)

"Delivering Policies in America's Cities: Examining American Federalism"

David A. Caputo (Purdue University, United States)

"The Delivery of Public Policies in a Quasi-Federal Republic: The Case of Mexico"

Lawrence S. Graham (University of Texas, United States)

Discussant: John Kincaid (A.C.I.R. and University of North Texas, United States)

SESSION II: COMMUNICATION POLICIES IN FEDERAL POLITICAL SYSTEMSPapers:

"Broadcasting: Search for a Policy in Germany"

Gerhard Fuchs (Universität München, Germany)

"Media and Dissemination of Knowledge: State Controlled Radio and Television in India"

Albert Johnson (Madurai Kamaraj University, India)

"The Media and the Yugoslavian Federal System"
Balsa Spadijer (Belgrade University, Yugoslavia)

"Broadcasting in a Multi-Lingual Federal System"
Ernest Weibel (Universite de Neuchatel, Switzerland)

"Caribbean Journalists': Attitudes Towards Federation"
Stuart Surlin/Walter Soderlund (University of Windsor, Canada)

Discussant: Frederick Lazin (Ben Gurion University, Israel)

SPECIAL SESSION: FEDERAL-TYPE SOLUTIONS IN NON-FEDERAL STATES

Papers:

"The European Community as a Case of Federal Failure"
Thomas Hueglin (Wilfrid Laurier University, Canada)

"Switzerland: The French Region's Case"
Nicholas Schmitt (Universite de Fribourg, Switzerland)

"Centre-Periphery Relations in Spain: From Historical Conflict to Territorial Consociational Accommodation"
Cesar Diaz-Carrera y Lopez (Universidad Computense, Spain)

"Decentralization in Papua, New Guinea"
Andrew Axline (Universite d'Ottawa, Canada)

"Belgium: A Quasi-Federal State?"
Frank Delmartino (University of Leuven, Belgium)

Discussant: Ellis Katz (Center for the Study of Federalism, Temple University, United States)

IPSA: SUB-FIELD SECTION 7: POLITICAL PROCESSES IN FEDERAL POLITICAL SYSTEMS

Papers:

"Bureaucratic Federalism Re-Examined: The Modalities of Evolving Canadian Federalism"
Lloyd Brown-John (University of Windsor, Canada)

"Bicameralism in Federal States with Special Reference to the Australian Senate"
Joan Rydon (LaTrobe University, Australia)

"Ethnic Federalism and Majority Rule"
Vojislav Stanovcic (University of Belgrade, Yugoslavia)

"Brazil and the United States: Comparing Federal Evolution"
 Dale Krane (North Texas State University, United States)

"The Dynamics of Federalism: Nigeria's Military Federalism"
 Isawa Elaigwu (University of Jos, Nigeria)

Discussant: Daniel J. Elazar (Center for the Study of
 Federalism, Temple University, United States)

NOTE: There will be a General Meeting of the Comparative
 Federalism Research Committee. That Meeting will be devoted to a
 Special Session with a Panel focusing upon Daniel Elazar and his
 recent highly praised book, Exploring Federalism. The Panel
 will consist of Daniel Elazar and several invited guests. This
 Panel will be advertised at the IPSA Congress. Members of the
 Research Committee are invited. There will also be a meeting of
 the Board of Directors of the Comparative Federalism Research
 Committee at the IPSA World Congress.

APSA Meeting

The Annual Meeting of the American Political Science
 Association will be held at the Washington Hilton Hotel in
 Washington, D.C. from September 1 to September 4, 1988.
 Again this year, the Section on Federalism and Intergovernmental
 Relations will be represented with a full slate of panels. The
 program follows:

Panel 1: STATE CONSTITUTIONAL DEVELOPMENT IN AMERICAN FEDERALISM

Chair: Alan Tarr
 Department of Political Science
 Rutgers University

Papers: "Georgia" Albert Saye
 Department of Political Science
 University of Georgia

"New Jersey" Robert F. Williams
 Rutgers University
 Law School

"New York" Peter Galie
 Department of Political Science
 Canisius University

Discussant: Alan Tarr, Rutgers University

Panel 2: POLITICAL SUB-CULTURE AND POLITICAL CHANGE IN THE
 AMERICAN SOUTH: PRELIMINARY FINDINGS OF THE CENTER
 FOR THE STUDY OF FEDERALISM-UNIVERSITY OF NEBRASKA
 PRESS SERIES ON THE GOVERNMENT AND POLITICS OF THE
 FIFTY STATES

Chair: Ellis Katz
 Center for the Study of Federalism
 Temple University

Papers: "Arkansas" Diane Blair
 Department of Political Science
 University of Arkansas

"Louisiana" Charles D. Hadley, Jr.
 Department of Political Science
 University of New Orleans

Ralph E. Thayer
 School of Urban and Regional Studies
 University of New Orleans

Joseph G. Tregle
 Department of History
 University of New Orleans

"Oklahoma" Robert E. England
 Department of Political Science
 Oklahoma State University

David R. Morgan
 Bureau of Government Research
 University of Oklahoma

"South Carolina" Cole Blease Graham
 Department of Government and
 International Studies
 University of South Carolina

William G. Moore
 Department of Political Science
 College of Charleston

Discussant: Daniel J. Elazar
 Center for the Study of Federalism
 Temple University

Panel 3: A ROUNDTABLE: ISSUES IN FEDERALISM:
THE CANADIAN AND AMERICAN EXPERIENCES

Chair: Victor Jones
Institute of Governmental Studies
University of California, Berkeley

Participants: David M. Olson
Department of Political Science
University of North Carolina, Greensboro

William Mishler
Department of Political Science
University of South Carolina

Panel 4: THE INTERGOVERNMENTAL DIMENSIONS OF URBAN DEVELOPMENT
POLICY

Chair: Bryan Jones
Department of Political Science
Texas A & M University

Papers: "Intergovernmental Responses to City/Suburban
Development"
Robert D. Thomas
Department of Political Science
University of Houston

"The Differentiation of Urban Development: From
Private Governments to Global Competition"
John Kincaid
Advisory Commission on Intergovernmental Relations

"The Home Builder as City Developer: The Care of
the Colony, Texas"
John R. Todd
Department of Political Science
University of North Texas

Discussants: Ronald J. Oakerston
Advisory Commission on Intergovernmental
Relations

Rozann Rothman
Department of Political Science
Indiana University/Purdue University

ASPA Meeting

ASPA Meeting

The American Society for Public Administration held its national conference in Portland, Oregon, from April 16 to 20, 1988. Ten panels at this year's conference focused on intergovernmental relations. Of these, four (starred below) were condensed by members of the Section for Intergovernmental Management. The panels are as follows:

"Intergovernmental Relations and Citizen Participation: The Case of Nuclear Waste Depositories" (Convenor: Michael Hamilton, University of Southern Maine)

"The Intergovernmental System: Networks and Strategies"* (Convenor: Bob Gage, University of Colorado)

"Strong vs. Weak Central Government Role Needed to Meet Our Global Challenges?" (Convenor: Daniel Talleim, Michigan State University)

"Partnerships in Welfare Reform" (Convenor: Cheryle Broom, Legislative Budget Committee, State of Washington)

"Intergovernmental Relations in the Columbia Gorge and Fraser River Estuary" (Convenor: Jack Corbett, Louis and Clark College)

"The Authority of Local Government"* (Convenor: Jay Finkert, Minnesota Planning Agency)

"Governance in the Case of Environmental Management" (Convenor: Timothy Hennesey, University of Rhode Island)

"Public Trust: The Case of Nuclear Waste Disposal" (Convenor: Charles Mosher, Bellevue, Washington)

"New Institutional Arrangements"* (Convenor: Richard Higgins, American University)

"Designing Formulas to Allocate Aid"* (Convenor: John Kamensky, General Accounting Office)

NEWS AND NOTES

Special Issue of ANNALS On State Constitutions

The Center for the Study of Federalism is pleased to announce the publication of an issue of The Annals of the American Academy of Political and Social Science (March 1988) on State Constitutions in the Federal System, edited by John Kincaid. Most of the articles in the issue are based on papers presented at a Bicentennial Conference entitled, "State Constitutional Law in the Third Century of American Federalism," which was held in Philadelphia on March 15-17, 1987, under the sponsorship of the Center for the Study of Federalism. Individual copies of The Annals issue are available from the Center for \$10.00 (U.S.).

Table of Contents

State Constitutions in the Federal System

by John Kincaid

The United States Constitution as an Incomplete Text

by Donald S. Lutz

State Constitutions in Historical Perspective

by Lawrence M. Friedman

Evolving State Legislative and Executive Power During the Founding Decade

by Robert F. Williams

The Emerging Agenda in State Constitutional Rights Law

by Stanley Mosk

Religion Under State Constitutions

by G. Alan Tarr

State Courts and Economic Rights

by Peter J. Galie

The Public Employee's Stake in State Constitutional Rights

by Jennifer Friesen

Lockstep Analysis and the Concept of Federalism

by Earl M. Maltz

Intergovernmental Relations in State Constitutional Law: An Historical Overview

by Michael E. Libonati

Localism in State Constitutional Law

by Richard Briffault

State Constitutional Law in Comparative Perspective

by Ivo D. Duchacek

May Conference on Island Communities

The Comparative Federalism Research Committee of the International Political Science Association held its Fourth Annual Conference. The conference theme was "Federation and the Federal Idea in Island Communities with Specific Reference to the Caribbean." It was held in Barbados, from May 13 to 16, 1988.

For more information contact:

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New Political Science Journal

Sage Publications is launching a new quarterly political science journal, to begin publication in January 1989. The Journal of Theoretical Politics is a major new international journal, for the publication of original papers seeking to make genuinely theoretical contributions to the study of politics. The editors invite the submission of articles and review articles on any theoretical topic treated vigorously, analytically and in an accessible form for social scientists. Theoretical papers that present relevant empirical data are encouraged.

The journal will be edited by Richard Kinku of the University of Keele, Jar-Erik Land of the University of Umea and Elinor Ostrom of Indiana University. Articles should be submitted to:

Professor E. Ostrom
Workshop in Political Theory
and Political Analysis
Indiana University
513 N. Park
Bloomington, IN 47405
USA

NEW PUBLICATIONS

Centralizing and Decentralizing Trends in Federal States edited by Lloyd Brown-John. This book is the first put out by the Comparative Federalism Research Committee. It contains 27 essays on federal political systems worldwide. Published by University Press of America, it is available from the Center for the Study of Federalism, Temple University (025-25), Philadelphia, PA 19122. Paper: \$19.75; Cloth: \$32.50.

Alabama Government and Politics by James D. Thomas and William H. Stewart. This book describes Alabama's legislative, administrative, and judiciary branches; its local politics; and its historic relations with the federal government. The authors, both natives of Alabama, detail the state's colorful past, life today and continuing changes. Published by University of Nebraska Press, it is available from the Center for the Study of Federalism, Temple University (625-25), Philadelphia, PA 19122. Paper: \$13.95; Cloth: \$23.95.

PUBLIUS: FORTHCOMING ISSUE

Volume 18, Number 2
(Spring 1988)

Bicomunal Societies and Politics

Table of Contents

Dyadic Federations and Confederations

by Ivo D. Duchacek

Bicomunalism in Northern Ireland

by David E. Schmidt

Israel and the West Bank Palestinians

by Shmuel Sandier

Belgium: A Dualist Political System?

by Jean Beaufays

Cyprus: Federation Under International Safeguards

by James H. Wolfe

Finland: Marginal Case of Bicomunalism

by Kenneth D. McRae

Bicomunal Systems: Guyana, Malaysia, Fiji

by R.S. Milne

Bicomunalism and Caribbean Constitutional Reform

by Peter M. Leslie

Problems of Constitutional Design in Canada: Quebec and the Issue of Bicomunalism

by Daniel Latouche

Politics, Economic Development, and Second-Generation Strain in India's Federal System

by Amal Ray with John Kincaid

Publius Notes

Manuscript submissions are sought for a special topical issue of Publius: The Journal of Federalism on empirical analyses of the influence of political culture on policy and politics in federal systems. Papers must satisfy most of the following criteria: evaluate political culture as one of possible explanations of variations in politics and policies; approach the evaluation in an hypothesis-driven manner; employ quantitative methods, with special (but not exclusive) interest in modelling; and manipulate large data bases from states, cities, or other jurisdictions. Applying such criteria to data from earlier periods of history, or to longitudinal analyses, will be of particular interest.

Those interested should first submit three copies of a 1-2 page, double-spaced proposal by September 5, 1988; those thereafter invited to submit manuscripts will have a deadline of May 1, 1989, although all submissions will be evaluated by normal review procedures. Send proposals to the guest editor: Dr. Frederick M. Wirt; Department of Political Science; 375 Lincoln Hall; University of Illinois; Urbana, IL 61801.

TEACHING FEDERALISM AND INTERGOVERNMENTAL RELATIONS

The CSF's philosophy through the years is that research and teaching are complimentary endeavors. Given that perspective, the Notebook attempts to be a catalyst for sharing information about different approaches and styles of teaching federalism and intergovernmental relations. You are urged to submit course syllabi, as well as other materials related to teaching, to the Notebook for possible publication in future issues.

Professor Robert D. Thomas' syllabus for a graduate course on intergovernmental relations is presented in this Notebook. Professor Thomas' course surveys issues of federalism and intergovernmental relations from national, state and local perspectives.

Seminar in Intergovernmental Relations
(Political Science 6394)

Professor Robert D. Thomas
University of Houston
Fall Semester 1986

The Course

This course is designed to assist you in developing an understanding of the organization of the American federal system and its pattern of intergovernmental relations as they relate to public policy making. We will attempt to understand how policy solutions are formulated and implemented through a complex matrix involving national, state, and local governments. We will also discuss some of the consequences inherent in solving policy problems in the American federal system. Thus, at the end of the course, you should have gained insight into the political context of public policy making and some of the consequences of the way resources are distributed.

Additionally, as we discuss various topics, we should be cognizant of the nexus between theory and practice. That is, we should strive to connect theory and practice not only by thinking abstractly about the subject matter but also by applying our thinking to complex, practical problem situations.

The course objectives will be accomplished both collectively and individually. Lectures, class discussions, and reports will focus on selected issues. And, each of you will extend his/her knowledge of a specific issue by writing a brief essay.

The Texts

The following books, government reports, and articles will serve as the text material for the course. These items are available either for purchase at the UH Bookstore or at the UH Library Reserve desk.

A. At the UH Bookstore

1. ACIR, Reflections on Garcia and Its Implications for Federalism (Rept. M-147) Washington, D.C.: USGPO, 1986).
2. Daniel J. Elazar, American Federalism: A View From the States, Third Edition (New York: Harper & Row, 1984).
3. James Fossett, Federal Aid to Big Cities (Washington, D.C.: Brookings Institution, 1984).
4. Laurence J. O'Toole (ed.), American Intergovernmental Relations (Washington, D.C.: Congressional Quarterly, 1985).
5. Deil S. Wright, Understanding Intergovernmental Relations, Second Edition (Monterey, California: Brooks/Cole, 1982).

B. On Library Reserve

1. ACIR, The Conditions of Contemporary Federalism: Conflicting Theories and Collapsing Constraints (Rept. A-78) (Washington, D.C.: USGPO, August, 1981).
2. ACIR, State and Local Roles in the Federal System (Rept. A-88) (Washington, D.C. USGPO, April, 1982).
3. Thomas J. Anton, "Decay and Reconstruction in the Study of American Intergovernmental Relations," Publius, Vol. 15, No. 1 (Winter 1985): 65-98.
4. Robert J. Dilger (ed.), American Intergovernmental Relations Today (Englewood Cliffs, N.J.: Prentice-Hall, 1980).
5. Daniel J. Elazar (ed.), The Federal Polity (New Brunswick, N.J.: Transaction Books, 1974).
6. David Bean, Timothy J. Conlan, and David E. Walker, "Federalism: The Challenge of Conflicting Theories and Contemporary Practices" in Ada W. Finifter (ed.), Political Science: The State of the Discipline (Washington, D.C.: American Political Science Association, 1983).
7. Publius, Vol. 11, No. 2 (Spring 1981).
8. Robert D. Thomas, "Cities As Partners in the Federal System," Political Science Quarterly, Vol. 101 (Winter 1986): 49-64.
9. Robert D. Thomas, "Implementing Federal Programs at the Local Level," Political Science Quarterly, Vol. 94 (Fall 1979): 419-435.
10. Robert D. Thomas, "Targeting and Federalism: Components of a Policy Dilemma," Urban Interest, Vol. 3 (Dec. 1981): 18-21.
11. Robert D. Thomas, "Metropolitan Structural Development: The Territorial Imperative," Publius, Vol. 14, No. 2 (Spring 1984): 83-115.
12. Robert D. Thomas and Vincent L. Marando, "Local Governmental Reform and Territorial Democracy: The Case of Florida," Publius, Vol. 11, No. 1 (Winter 1981): 49-65.

Course Overview

<u>Topic</u>	<u>Lectures/ Discussion</u>	<u>Student Topic</u>	<u>Reading</u>
The Federal System	Changing patterns of federalism and inter-governmental relations		A-5(ch.1,2,3); A-2(ch.1-2); A-4(ch.1-7); B-1(pp.1-27)
The Current Debate	Is federation still viable? A prospective assessment	#1	B-3; B-4(ch.1,16,17) B-5 (ext. intro., chs. 1, 2, 4, 6); B-6, B-7 (selected chs.)

Course Overview (Con'd)

Inst. of Fed.&IGR	Congress and federalism	#2	A-5(ch.5,6); A-1; B-4(sel. chs.)
Fiscal Issues	Revenues Gov. growth Intergovernmental transfers	#3A #3B	A-5(ch.4,7);B-1 (sel. chs.); A-4 (sel. chs.)
The States	Constitutional reform Does it matter?	#4	A-2;B-12;B-2(sel. chs.)
Local gov.	Cities in the federal system Are cities depend- ent?	#5A #5B #5C	A-5(ch.11-12);B-8, 9,1011;B-2(sel.ch); A-4(sel.ch.);A-3
Review	Is the federal system still viable? A retrospective assessment		Review A-2(ch.9); A-4(ch.13);B-3; B-4(ch.16)

Assignments/Grades/Topics

Each student is required to write a brief essay (about 10 to 15 pages) on one of the discussion topics/issues described below. Each issue is set forth in a debate format. You may choose to accept, reject, or alter the issue. Regardless of the approach, you should write a clear and concise essay, marshalling appropriate evidence to support your position. Additional details of the essay will be discussed in class.

A final exam is also scheduled. It will be given during the final exam week. The following sample questions will assist you in preparing for the exam.

Sample Exam Questions

1. At the present time, there is disagreement among scholars and practitioners about the condition of the American federal system. There are those who question the system's viability. They find evidence of fundamental change, and conclude the system is no longer functioning as it should. Others acknowledge that change has occurred but it is in keeping with the original design of the federal system. Relying on readings, lectures, and class discussions, evaluate the current conditions of the American federal system. (Note: You should establish some evaluative criteria against which you assess the federal system.)

Sample Exam Questions (Con'd)

2. Place yourself in the position of a state official. (Be specific as to what type of official you select.) Explain the particular political and administrative strengths and weaknesses you might have in dealing with national and local officials.

3. The institutions and processes of the American political system, many would agree, are designed to provide the citizenry with an equality of opportunity. Focusing on the characteristics and conditions of the American federal system that we discussed in class (e.g., the institutional context, growth and types of intergovernmental transfers, the place of the states and localities, etc.), analyze how the federal system is or is not directed toward providing citizens with an equality of opportunity.

4. Deil S. Wright concludes Understanding... with a description of intergovernmental relations. He says: "IGR in the US is like a huge, complex building under continual construction and reconstruction. The edifice has no single deliberate overall design or consistent architectural motif. There is non-stop remodeling and renovation, plus minor and major interior repairs; there is even selective razing and often whole new floors and wings are added. But the old foundations of the original structure remain intact. They have been strengthened as well as extended with reasonable ease to support the many more occupants and the many new, varied uses to which the building has been put. Barring catastrophes or calamities, it appears that the structure will survive and remain useful in the foreseeable future." From what you have learned in this class, do you agree with Wright's description of IGR in the US? Write an essay in which you explain why you agree or do not agree.

Grade Evaluation

Your final grade will be based on successful completion of the following: (1) in-class report (15%), (2) essay (40%), (3) final exam (40%), (4) class contribution (5%).

Discussion Issues

#1 Centralization versus Excessive Localism: A perennial problem throughout the history of the US is how to establish a balance between too much control in the national government and excessive localism. This issue was a key point of contention during the formative years of our nation and remains so today. The centralist states his case thusly: Our most pressing problems cut across local and state boundaries, thus we need national solutions accomplished through national programs. State and

Discussions Issues (Con'd)

local jurisdictions may be relegated to little more than administrative subdivisions, but that's the price we must pay. On the other hand, the local advocate contends: Increased centralization not only thwarts constitutional intentions but it also stymies innovation which neither ensures representation of interests nor resolution of problems. How was the issue resolved by the founders? Why is it still an issue today, if it is? What constitutional factors influence this debate? Is the American federal system one that can be centralized/decentralized?

#2 The Supreme Court's Role: From the 1930s to 1976, the US Supreme Court clearly established the authority of Congress to use the Commerce Clause to regulate any activity that could reasonably be found to affect interstate commerce. In the opinion of many constitutional scholars, the Court had rendered the 10th Amendment obsolete. That notion was quickly changed in the Court's National League of Cities v. Usery decision. On a 5 to 4 vote, the Court decided, among other things, that the 10th Amendment did protect states' interests by restricting the exercise of federal power in the same way that the first Amendment protects individuals' interests by restricting federal power. Then, in 1985, the Court reversed Usery on a 5 to 4 vote in Garcia v. San Antonio Metropolitan Transit Authority. What are the contending positions in these cases? What are the implications for Congress' role in the federal system? for the States and localities?

#3 Fiscal Questions: Fiscal issues are "near the core of IGR," and two major questions are involved in IG fiscal relations. One centers around revenues and asks: "who shall raise what amounts by what methods from which citizens?" The other centers around expenditures and asks: "who shall spend how much for whose benefit with what results?"

a) The Revenue Issue. One of the principal debates on the revenues side goes as follows. Some argue that we have a fiscal mismatch in the American federal system (stemming largely from the federal government's supremacy in matters of taxation). As one scholar says ". . . there has been a drastic centralization in American fiscal federalism." Some conclude, therefore, we need to overhaul our system of raising revenues since the lion's share of the cost for domestic programs is incurred by state and local governments. On the other hand, others say we need not concern ourselves with this fiscal mismatch, because "the states and localities have developed means to capitalize on [the federal government's supremacy in matters of taxation] in a manner calculated to maximize their ability to control the expenditure of funds passing through their hands, no matter what their sources."

Discussion Issues (Con'd)

b) The Transfer Issue. According to some scholars, the history of grants-in-aid is a healthy cycle of state pressure for national action, and national inducements to states to initiate needed services, develop programs already begun at the national level, attain minimal standards or equalize conditions. Others contend that the incentives, restrictions and regulations that characterize IGR transfers since World War II have altered the behavior of officials in recipient governments in undesirable ways. During the Reagan presidency, the debate has generally been as follows. The initiatives of the 1980s are mechanisms for reestablishing important objectives (devolving national involvement, unburdening state and local governments, etc.). As such, these efforts create a return to the intended principles of balancing authority in the American federal system. On the other hand, others say the initiatives of the 1980s, in principle and in practice, are at odds with our values. They neither accomplish important objectives nor create a proper balance. In fact, they disrupt cooperative national-state-local endeavors and create inequities and inequalities in the distribution of resources making the rich richer and the poor poorer.

#4 The States: The American states play an important middle position between the national and local governments. Deil S. Wright emphasizes the importance of states by telling us: "Whatever the character or content of the decision, it seems abundantly clear that significant decisions affecting nearly all aspects and functions of government are made at the state level. The challenging as well as confounding feature of these decisions is that nearly all must be coordinated with decisions at the national and local levels. State-level decision-making places a premium on the need to make a 'mesh' rather than a 'mess' of multi-jurisdictional efforts." How do states play this middleman's role in the American federal system? Some conclude not very well. They say state constitutions, for example, haven't kept up with new developments. They are outdated. States are also organizationally and structurally weak. These various weaknesses make states the weak link in the American federal system. Others countered this position by arguing that states may operate with outdated constitutions and their structures and organizations may also be cumbersome; however, these very so-called weaknesses coupled with state sovereignty guaranteed by the US Constitution make states politically strong and thus viable partners in the American federal system.

#5 Local/Metropolitan Issues: IGR are an important component of local politics, thus we need to be aware of some of the issues within the local/metropolitan context.

Discussion Issues (Con'd)

a) Substate Regionalism. At the beginning of the 1960s, Morton Grodzins extolled the virtue of having governmental structure that was "mildly chaotic." Others have questioned whether power has been too dispersed, whether responsibility has been too diffused, and whether organizationally the "mild chaos" has become "too chaotic." Through the years, reformers have advocated regional organizations as a method of bringing order to governmental fragmentation. They pointed out that regional organizations were needed to respond to the problems of "scale" arising when functions spill over established governmental boundaries. Efforts to create regional organizations on either an interstate or substate basis confront decision makers with some central policy issues. For example, they must deal with the following questions. What should be the composition of the governing body? What should be the jurisdictional boundaries for the regional agency? How should they related to cities and counties? In answering these questions, one of the principal dilemmas facing public officials is how to ensure representation of interests and at the same time, give regional agencies sufficient authority to implement policy. On the one hand, substate regional organizations that are considered representative are thought to be inefficient and ineffective in implementing programs. On the other hand, substate regional agencies which are considered to be administratively efficient and effective (at least in one functional area) are characterized as not being very representative.

b) Counties. Counties in many states operate, as they have historically have, as administrative subunits of state government. As urban growth has spilled across municipal boundaries, many counties have had to provide corporate or city-type services in addition to their traditional activities. Many now contend that in some parts of the US, counties are the logical unit of local government to bring order to local government fragmentation and the need for regionalism. This position is countered by those who say counties are outdated, outmoded remnants of by-gone days. They say counties operate with organizations and authorities devised for a rural nation and cannot be sufficiently modernized to be responsive to urban needs.

c) Cities. The US Constitution ensures the sovereignty of the states. Local governments as we know are the creatures of their respective states. Legally this subordinates local governments to states. Dillion's Rule states the constitutional consequences. Namely, every local government is "a political subdivision of the state, created as a convenient agency for the exercise of such governmental powers of the state as may be intrusted to it." This subordinate position of local

Discussion Issues (Con'd)

governments, of course, has been modified by political practices. In many states, Dillon's Rule has been modified by home rule provisions written into state constitutions. What are the consequences of home rule for state-local relations? for state-national relations? for local-national relations?

SURVEY RESULTS:
ANNUAL INVENTORY OF RESEARCH AND PUBLICATIONS

Respondents

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Contact Ellis Katz*
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- 1) Cities of the Prairie Revisited
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- 3) Israel: Building a New Society
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- 1) Grant Formulas: A Catalog of Federal Aid to States and Localities (GAO/HRD-87-28)
- 2) Local Governments: Targeting General Fiscal Assistance Reduces Fiscal Disparities (GAO/HRD-86-113)

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Savage:

- 1) "The Appearances of Realignment and Dealignment in Arkansas" in Party Realignment and Dealignment in the South
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