

# **Governance and Resilience in the Americas and Africa: Intergovernmental Obstacles in Metropolitan Areas**

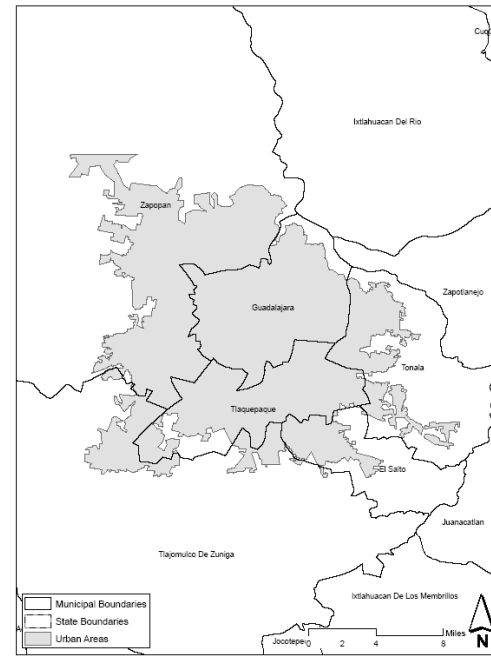
**Robert H. Wilson**  
University of Texas at Austin

**Global Conference, 2014**  
**Regional Studies Association**

**Fortaleza, Brazil**  
**April 27-30, 2014**

# Overview

- **Why metropolitan governance?**
- **Policy challenges in the metropolis**
- **Research Questions**
- **Metro Governance in the Federalist Americas**
- **Resilience to Climate Change in Africa cities**
- **Impediments to metropolitan governance:  
Conclusions**



# Research Questions

**Are governance systems being constructed to meet the challenges of collective life in metropolitan areas?**

**(1) What forms do metropolitan initiatives take and what policy areas addressed and not addressed?**

**(2) What factors shape the emergence and dynamics of these governance systems?**

# Research Method

- **Comparative Case Studies**
  - Study #1 Six federalist countries in the Americas**
  - Study #2 Ten large African cities**
- **Exploratory and broad brush**
- **Applied policy research framework**

# Architecture of Governmental Structures

- **Federalist vs unitary governments**
- **Centralized vs decentralized structures**
- **Intergovernmental relations**
- **Policy systems in local government**

# Study #1

## Metropolitan Governance in the Federalist Americas

*What policy domains are addressed and what organizational forms adopted?*

*What explains the dynamics of these governance systems?*

*Why are some metropolitan challenges not addressed?*

# Policy Focus and Organization Form of Initiatives

- **Establishing categories**
- **Frequency of use**
- **Explaining choices within and between countries**



# Frequencies of Metropolitan Initiatives by Policy Focus

	Argentina	Brazil	Canada	Mexico	Venezuela	USA
Public transportation		■	■	■	■	■
Highways and streets			■			■
Water and wastewater systems	■	■	■	■	■	■
Solid waste management	■	■	■	■		■
Land use and regional planning	■	■	■	■	■	■
Environmental protection and growth management	■	■	■		■	■
Emergency services (fire and medical)						■
Public security				■	■ a	
Employment and job training						■
Health		■			■ a	■
Education						■
Social welfare and services						■
Housing			■			

# Explaining Frequencies of Initiatives

- **Management of infrastructure system**
- **Fiscal topography interferes with provision of redistributive policies**
- **Strength of local governments correlated with frequency of initiatives**

# **Classification of Organization Form of Initiatives**

- **Collaborational—voluntary but enabled**
- **Organizational—building on existing structures**
- **Institutional—creating new spaces for government and the public**

# Frequency of Use of Metropolitan Initiatives, by Form and Country

	Collaborational	Organizational	Institutional
Argentina	■	■	◦
Brazil	■	■	■
Canada	■	■	■
Mexico	■	■	◦
USA	■	■	■
Venezuela	■ <sup>a</sup>	■	■ <sup>a</sup>

- - Primary initiative(s)
- - Secondary initiative
- - Absent;
- a - but only Caracas

# Explaining Frequencies of Initiatives by Organizational Form

- **As voluntary, collaboration requires local leadership, have limited public accountability and no redistributive policies**
- **Organizational initiatives rely on state/provincial governments extend authority**
- **Lack of institutional initiatives reflects resistance of political systems**

# Dynamics of Change

- **Constitutional provisions and pressures for state reform**
- **Geographical boundaries of local government**
- **Political systems and praxis**

# Constitutional Provisions and Pressures for State Reform

- **Weak local governments undermine metropolitan collaboration**
- **Reform of the state and decentralization does not necessarily reach local governments**
- **Revising constitutions not a promising option**
- **Intergovernmental incentives to induce collaboration**
- **State and provincial governments must be engaged**

# Jurisdictional Geography of Metropolitan Areas by Country

	Argentina	Brazil	Canada	Mexico	Venezuela	USA
Large, single jurisdiction			Calgary, Ottawa, Quebec	Ciudad Juárez	Barquisimeto	Houston, Miami
Polynucleated municipalities	Mendoza	Porto Alegre Santos Vitoria	Vancouver	Toluca		Portland
Dominant core with small adjacent municipalities	Cordoba Rosario	Natal Salvador	Edmonton Montreal Winnipeg		Maracaibo	St. Louis
Dominant core with adjacent secondary-core municipalities	Buenos Aires	Belo Horizonte, Campinas Recife Rio de Janeiro São Paulo	Toronto	Monterrey Guadalajara	Caracas	New York City, Dallas-Fort Worth Minneapolis-St. Paul
Federal districts	Buenos Aires	Brasilia	Ottawa	Mexico City	Caracas	Washington, DC



# Jurisdictional Geography of Local Government

- **The single municipality encompassing entire metropolitan population has significant advantages**
- **Dominant jurisdiction with small neighboring jurisdictions may impede collaboration**
- **Multi-nucleated jurisdictions of similar size may enhance collaboration**
- **Tax base disparities across municipalities means metropolitan redistribution is unlikely**

# Political Systems and Praxis

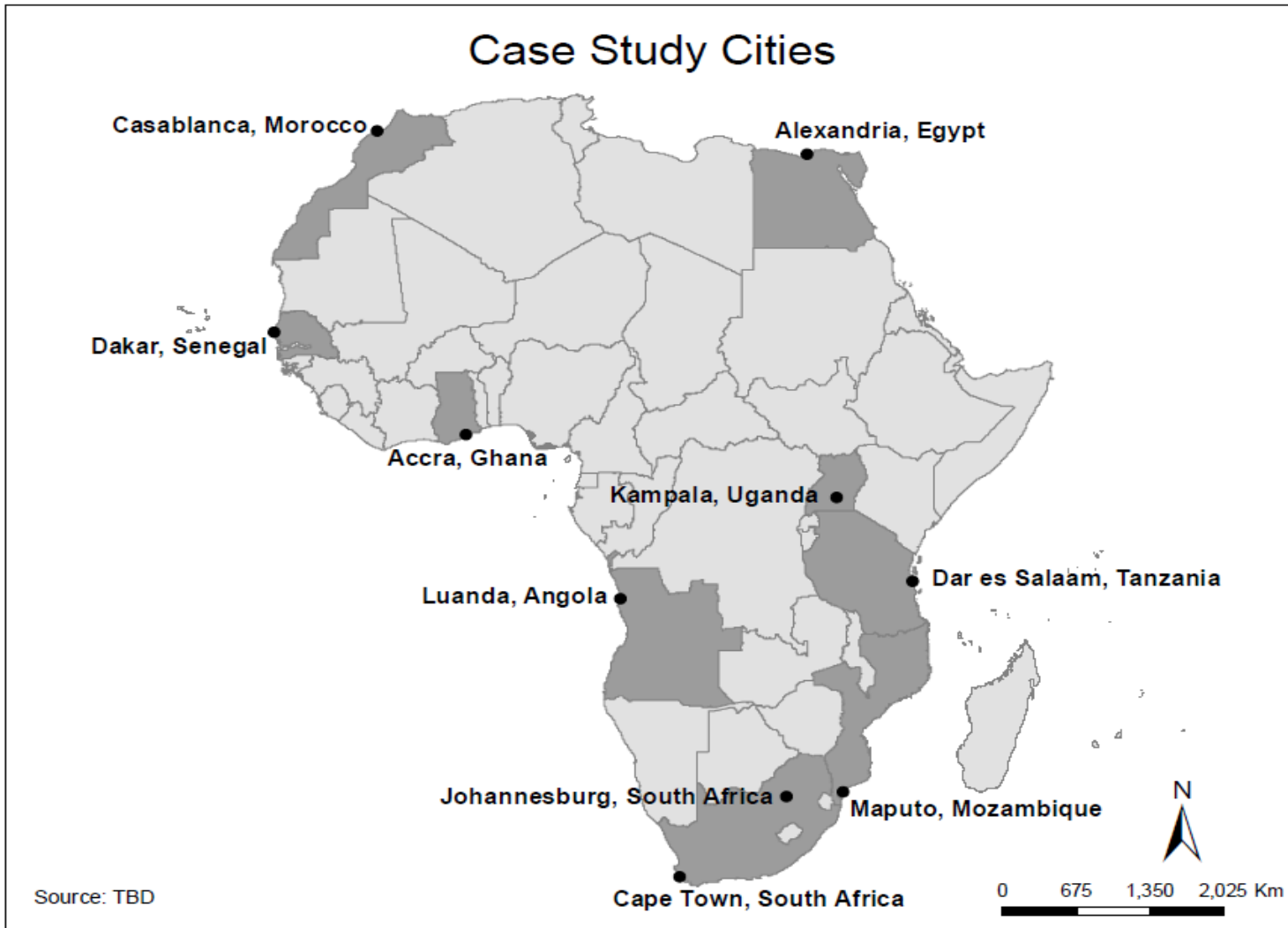
- **Dampening the emergence of metropolitan governance—parties and electoral systems.**
- **Territorial basis of political parties**
- **Intergovernmental political conflict**

# **Study #2-- Urban Resilience to Climate Change in Africa**

***How will the consequences of climate change  
affect people living in African cities?***

***Are resilience initiatives being adequately  
and sustainably implemented?***

## Case Study Cities



# **Growing Exposure to Climate Change**

## **Storms and flooding**

**Most common hazard**

## **Drought and water scarcity**

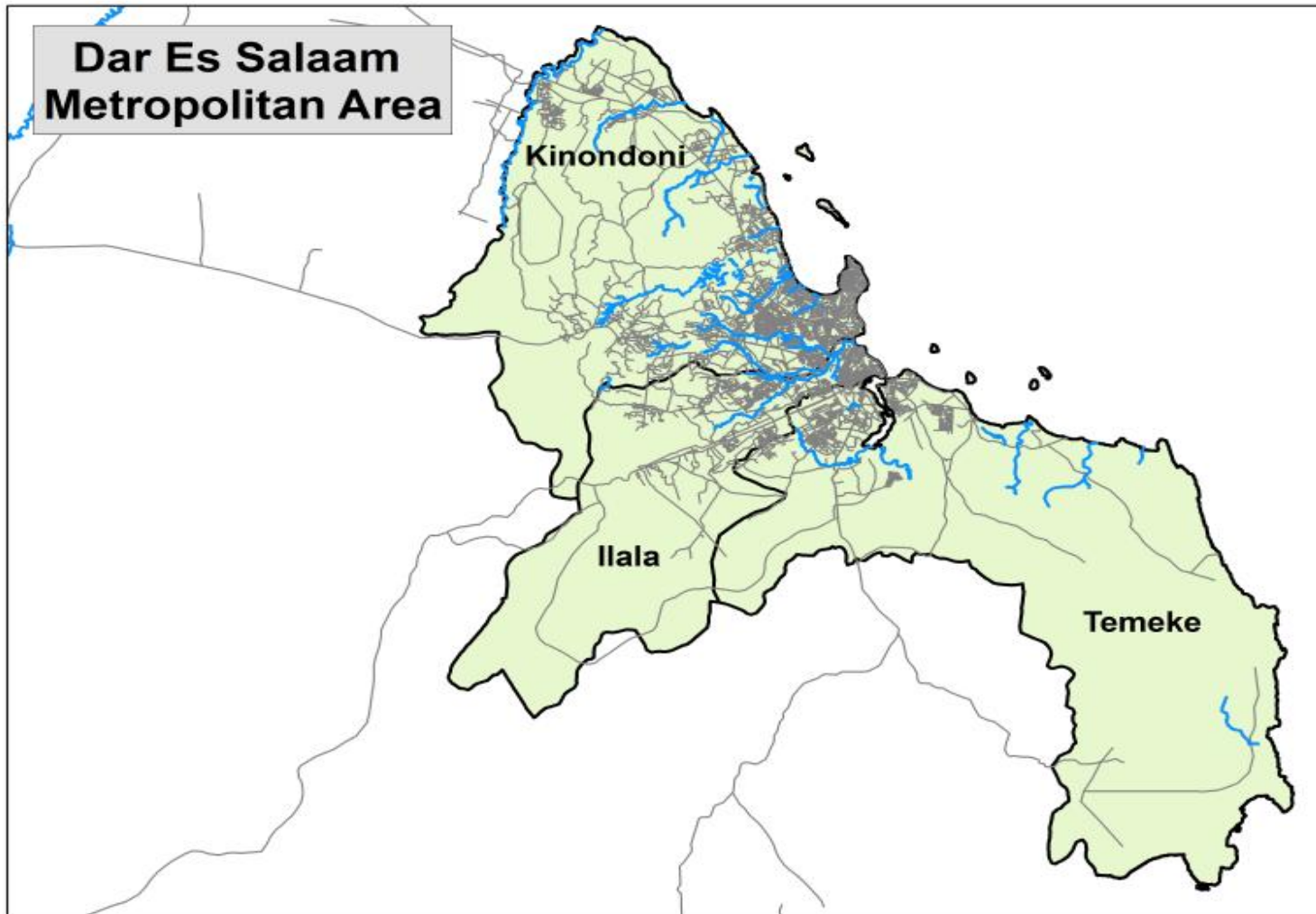
**Slow-onset threat**

## **Sea level rise**

**Distant threat, but recognized**

# Urban Vulnerabilities

- 1) Location—coastal, riverine systems, ecosystems—large cities are usually port cities**
  - 2) Historic settlement patterns and colonial legacies**
  - 3) Urban planning effectiveness and infrastructure deficits**
- 
- 1) Exposure of economic assets, especially in ports and adjacent CBD and public sector buildings**



# Explaining Local Government Performance in Building Resilience

## 1) National climate change adaptation agendas

- Influence of international actors
- Mitigation vs adaptation
- Rural vs urban

## 2) Organizational structures and authority of local government

- National-local government relations
- Policymaking capabilities
- Geographic mismatch of authority and hazards



# Explaining Local Government Performance in Building Resilience

## 3) Urban planning and infrastructure provision

- Competing objectives, ineffective implementation
- Mixed results of relocation of informal settlements

## 4) Local agenda setting

- Policymaking rarely motivated by climate change
- Constraints on authority and resources limit policymaking
- Technical information not integrated into local planning

# Conclusions

- **Metropolitan governance follows distinct national paths but the policy challenges are not being met**
- **Indifference of national governments and lack of local government capability means:**
  - (1) local governments not being utilized to address spatial disparities and build resilience to climate change**
  - (2) state/provincial governments key to creating incentives for metropolitan collaboration**
- **Constructing incentives for local government collaboration**

**Muito Obrigado**

**Pela Atenção**

# Metropolitan Initiatives, Institutions and the Country Context in the Federalist Americas

	Argentina	Brazil	Mexico	Venezuela
<b>Frequency of Initiatives</b>	Few	Few but increasing	Few, moderately increasing	Rare
<b>Strength of municipalities</b>	Weak	Increasing strength	Modest increase	Weak and weakening
<b>State/provincial government authority over local governments</b>	Significant	Limited	Significant	Marginal
<b>Functional areas of state/provincial and municipal government interactions</b>	Regulation of some intermunicipal services	Manages some service systems-e.g. public transportation	Regulation of some intermunicipal services and finances	NA
<b>Political systems at local Level</b>	Local political parties dependent on state parties	Local political competition; timid efforts with metropolitan legislative-like bodies	Increasing local competition undermines effective metro-level government	National party tending to dominate local governments

