Regional Governance in Baltimore
Defining Regional Governance

Donald F. Norris
Regional Governance in Baltimore
Conference on Governance versus Governments
    in Metropolitan North America
University of Missouri-St. Louis
St. Louis, Mo, July 15-17, 2006
Regional Governance as Cooperation

- New Regionalists
Regional cooperation involves voluntary association and lacks a coercive element. Cooperation may or may not be area wide (Norris, 2001).
Regional Governance as Governance

○ Traditional definition

○ Definition of political scientists

○ Definition of the metropolitan reformers
Regional Governance

- The association of governments or residents in a defined geographic area for the purpose of controlling or regulating the behavior within and performing functions or providing services for the overall territory. Governance in a metropolitan territory is authoritative, occurs on an areawide basis and may involve a coercive element. (Norris, 2001).
Outcomes Do Not Equal Governance
Regional “Governance” in Baltimore

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Key Features of the Baltimore Metropolitan Area

- Population
- Race
- Jurisdictions/fragmentation
- Central City versus the Suburbs
- Inner suburban decline
- Inter-governmental cooperation
- What the elected executives say
- Governance
# Baltimore Metro Area: The Governments that Matter

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Population</th>
<th>% Non-White</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baltimore City</td>
<td>629,000</td>
<td>67.9</td>
</tr>
<tr>
<td>Anne Arundel County</td>
<td>507,000</td>
<td>17.8</td>
</tr>
<tr>
<td>Baltimore County</td>
<td>777,000</td>
<td>27.0</td>
</tr>
<tr>
<td>Carroll County</td>
<td>163,000</td>
<td>4.3</td>
</tr>
<tr>
<td>Harford County</td>
<td>232,000</td>
<td>12.9</td>
</tr>
<tr>
<td>Howard County</td>
<td>264,000</td>
<td>26.1</td>
</tr>
</tbody>
</table>

Based on 2003 Population Estimates
## Baltimore Metro Area: Extent of Fragmentation

<table>
<thead>
<tr>
<th>Jurisdiction</th>
<th>Number of Municipalities</th>
<th>County Population</th>
<th>Municipal Population</th>
</tr>
</thead>
<tbody>
<tr>
<td>Baltimore City</td>
<td>0</td>
<td>651,154</td>
<td>-</td>
</tr>
<tr>
<td>Anne Arundel County</td>
<td>2</td>
<td>489,656</td>
<td>33,339</td>
</tr>
<tr>
<td>Baltimore County</td>
<td>0</td>
<td>754,292</td>
<td>0</td>
</tr>
<tr>
<td>Carroll County</td>
<td>8</td>
<td>150,897</td>
<td>35,334</td>
</tr>
<tr>
<td>Harford County</td>
<td>3</td>
<td>218,590</td>
<td>32,621</td>
</tr>
<tr>
<td>Howard County</td>
<td>0</td>
<td>247,842</td>
<td>0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>13</strong></td>
<td><strong>1,861,431</strong></td>
<td><strong>101,184</strong></td>
</tr>
</tbody>
</table>

1. In Maryland law, Baltimore City has the status of a county.
NO, that is ZERO, Independent School Districts and Special Districts
Baltimore City versus the Rest

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Inside the Beltway decline
BUT no coalition with Baltimore City
Ad-hoc Cooperation
Cooperation Around Systems Maintenance versus Lifestyle Issues
Results of Interviews with Elected Executives - I

- Cooperation occurs in “easy” areas

- Not so in “tough” areas (schools, disparities, housing)

- Parochial interests, autonomy, lack of citizen support prevent more cooperation
Results of Interviews with Elected Executives - II

- Lack of fragmentation as both good and bad
- No “bail-outs” for Baltimore City
- Race... and class, too
Limited Cooperation

No Governance

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WHY?
Fragmentation (or Structure) Does Not Matter

- Outcomes similar to those in Highly Fragmented Regions
The Usual Suspects

- Regardless of Fragmentation
Factors Affecting the Adoption of Regional Governance in the US

- Time and complexity involved
- A dislike for more government
- Movement of power away from the existing local political base
Factors II

- Uncertainty involved in a change to Metro
- Political territorial imperative
- Anti-diversity-protection of enclaves
Factors III

- Protection of financial base
- Inter-jurisdictional economic competition Public choice-vote with feet
- A sense of removal from “my” local politician
Factors IV

- Unwillingness of state government to “get involved”
- Local government autonomy
- Fear of new taxes to support Metro services
Factors V

- Ease of incorporation and annexation
- Lack of federal and state leadership
- Opposition of nearly all players