



TERRITORY AND POWER: PLANNING AND THE CHALLENGES OF GLOBALIZATION

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TERRITORIAL RESCALING EXPLAINED

- **Territory: context through which people experience the world**
- ⊗ **Territory: identity through and upon which people act**
- ⊗ **Territory: contested by national or social groups**
- **Rescaling: re-making and reconfiguring land and the institutions governing their use in order to exercise decisional control**



TERRITORIAL ORGANIZATION AND POWER

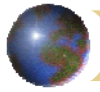
✦ *“All forms of political organization have a bias in favor of the exploitation of some kinds of conflict and the suppression of others because organization is the mobilization of bias.” E.E. Schattschneider (1960)*

- **SPILL INS** (positive or negative): Lock in resources (revenue base) or absorb environmental impacts from industry (air pollution)
- **SPILL OUTS** (positive or negative): Multiplier effects (economic development, sports/cultural facilities) or unwanted land uses (halfway houses, drug clinics, acid rain)
- **BANNANAS & NIMBYS**: Monopolize industry (edge cities) or prevent development (exclusive zoning)



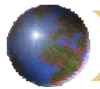
TERRITORY AND BOUNDARIES

- **Boundary Setting**
 - ❑ Include or exclude residents by shifting demographic balances (gerrymandering)
 - ❑ gain or lose intergovernmental aid (CDBG, anti poverty, housing)
 - ❑ extract benefits or incur penalties (tax reprieves, surtaxes)
 - ❑ establish scope of planning/development (zoning, architectural controls)
 - ❑ regulate social behavior (gambling, vice, alcohol)



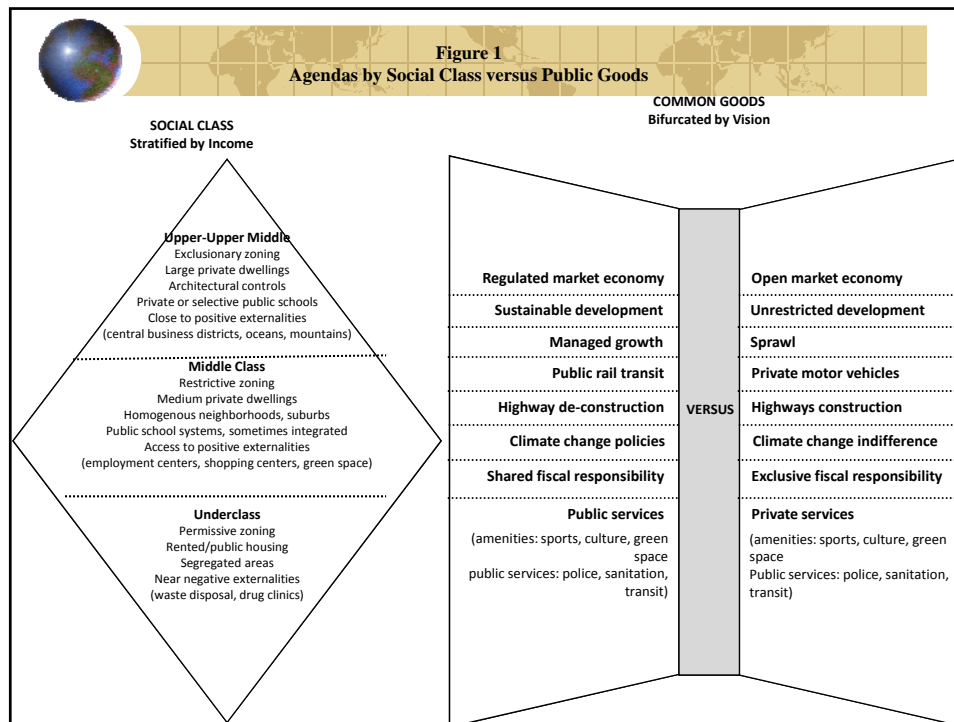
TERRITORY AND INSTITUTIONS

- **Set institutional power: Chess game disguised as a circus**
 - Rules establish power relationships between office holders (strong v. weak mayor, divided v. united city councils, aggressive v. passive planning commissions)
 - Rules define power over policy (centralization v. decentralization (Toronto v. Los Angeles))
 - Size of constituencies count (Indianapolis and Louisville consolidations)



TERRITORY AND AGENDA

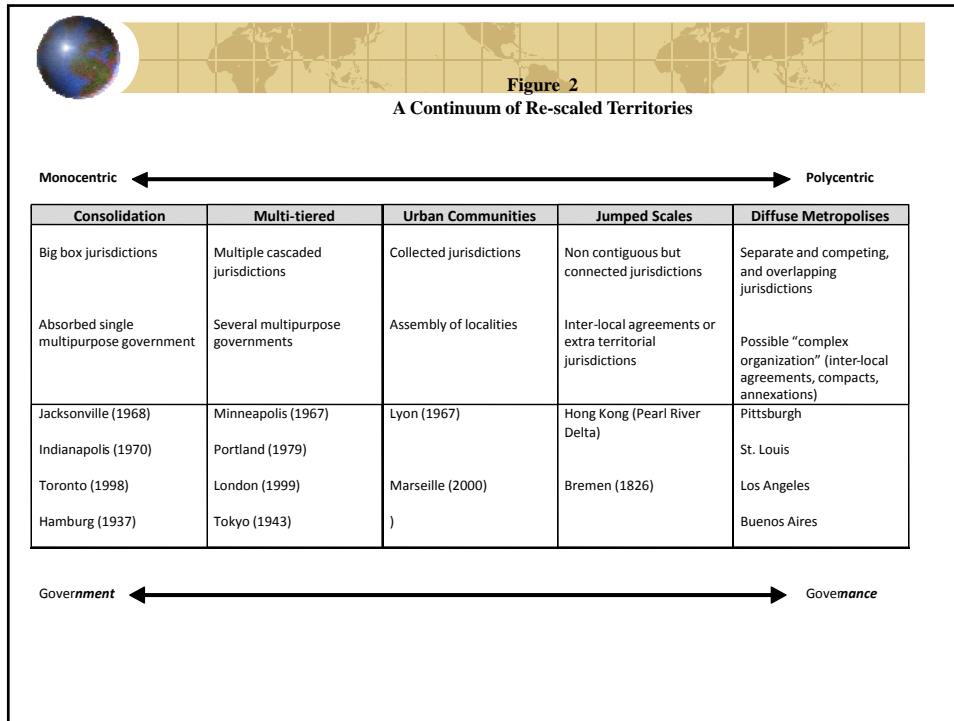
- **Control over how issues are framed**
 - The “vision thing” or who controls the focus of our attention.
 - Do the issues cut by social class?
 - Low and moderate income housing
 - Busing
 - Segregation
 - Do the issues cut by common goods?
 - Sustainable development
 - Energy usage
 - Green space, water rights



II

GLOBALIZATION & RESCALING MODELS

- **Global Pressures**
 - Increased competition from free trade
 - Rebirth of neo liberalism
 - Surge of economic decentralization
 - Growing suburbanization
 - Greater socio-economic complexity
 - **Elite Response, Objectives & Places**
 - Combine resources, improve coordination, stimulate economic development, promote new image and enhance planning
 - London, Paris, Marseille, Toronto, Montreal and other cities
 - Rescale territory (Brenner, 1998, 2004; MacLoed and Goodwin, 1999)



INSTITUTIONAL CHARACTERISTICS & TERRITORIAL DEVELOPMENT

- **Consolidation: Relatively few; hierarchical, No proven benefits**
 - Toronto’s provincial imposition; Louisville’s increase disparities
- **Multi Tiered: Resurrected; Prone to Conflict; Some Benefits**
 - London’s Congestion Pricing; Minneapolis’ Shared Revenue and Fair Share Housing
 - **Linked Functions: Popular in France/Quebec/ Pittsburgh**
 - Economic development gains in Marseille , common culture tax in Pittsburgh’s/ Allegheny’s Regional Asset District (RAD)
- **Multiple Autonomous: Dominant in the U.S. (“fragmented”)**
 - Varied results in Paris and NY, easily modified, resilient and context specific. Paris’ livability, NY’s mega structures




IS IT BOLLENS' REGIONALISM THROUGH THE BACKDOOR?

- Indigenous territorial solutions toward regionalism
 - Efforts to catch up through Consolidation
 - 19th century solution to a 21st century problem
 - Urbanization outruns consolidated boundaries (Louisville and Indianapolis)
 - Adoption of Multi-tiered Governance
 - London's GLA and SERPLAN
 - Minneapolis/St. Paul Metro Council



THROUGH THE BACK DOOR (CONTINUED)

- Imposition of Linked Functions
 - France's Urban Communities (Marseilles, Lyon, Bordeaux, Lille)
 - Impending "Metropolitan Poles" (Paris)
- Incremental public benefit organizations (multiple autonomous)
 - Paris multiple EPAs
 - NY's functional authorities



SELECT CITY REGIONS: 1980 - 2010

City Region	Consolidation	Multi Tiered	Linked Functions	Multi Auton. (PBCs)
London		Greater London Assembly, Mayor	Southeast Regional Plan (SERPLAN)	London Docklands Develop. Corp. QUANGOs
New York	NYC Consolidation , 1898	Tri State Planning Commission, 1960s (defunct)		Empire State Development Corp (ESDC), Port Authority, 20 + PBCs
Paris			DATAR Metro Pole (proposed) Reg Coun(CRIF)	Mixed Corp. Public Corp. (EPAs) (La Defense II)
Marseilles			DATAR Urban Community, Reg. Council	Mixed Corp. Public Corp. (EPAs) (EuroMed)



CITY REGION TRENDS

- **Movement toward rescaling**
 - Expand/Amplify capacity of the city
 - Increased role of national or state authorities (imposition)
 - More energetic and entrepreneurial mayors
 - Bypass democratic channels to rescale
 - Conspicuous use of PBCs in various forms
- ⊕ **Implications for collective action**
 - Democratic efforts fail: elites will impose “solutions”
 - London’s Quangos, NY’s PBCs, Paris & Marseilles’ EPAs



Implications for Planners

- **Read “territorial code”**
 - **Locate the “biases” (easy)**
 - **Manage the “biases” (difficult)**
 - **Change the biases (more difficult)**
- **Understand the consequences of change**
 - **Normative (prescription) v. empirical (choices)**
 - **Not easily separable**
- **Work by experience and comparison**
 - **Avoid mistakes / profit from progress**
 - **The challenge of speaking truth to power**