

# Civic Culture: An Expanded Framework for Local Policy-Making

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## Urban Policy-Making

- Sociological Elite Theories (Mills, Hunter)
- Pluralism (Dahl)
- Limited City (Peterson)
- Growth Machine (Logan and Molotch)
- All of these assume economic interpretations where development-based interests dominate by holding resources elected officials need to stay in office
- Regime Theory (Stone)
  - Governing coalitions vary with systemic power interests
- Other: progressive regimes, unconventional cultures, new political cultures, creative cultures
- *Propose: Local Civic Culture Framework*

## Regime Theory - Basics

- Business leaders have divergent interests
- Government leaders have independent powers
- Demands of interest groups and citizen coalitions, and the need for monetary and political resources from the business community – environmental conditions mandate this relationship

## Regime Theory - Critique

- Focuses too heavily on development policies and misses other aspects of the environment
- How is a government regime shaped?
- Is regime the only important factor?
- Do all cities have “regimes?”
- We consider “regime” to be only a single aspect of the larger “civic culture”

## Local Civic Culture

- To understand how municipal officials:
  - weigh the interests of different groups
  - govern the local entity
  - engage in decision-making
  - ultimately select and implement public policies
- Civic Culture
  - what issues are problems
  - what solutions are possible
  - how decisions are made
  - who is involved in decision-making

## Civic Culture - background

- Almond and Verba (1963)
  - Orientation – cognitive knowledge of political system
  - Affective – feelings about the system, leaders, policy
  - Evaluative – judgments and opinions
- Inglehart (1988)
- Putnam (1993)
- Awareness and knowledge of and affection for politics and the political system, personal behaviors (voting, group membership, general values), focus on national political systems not local

## Civic Culture – background 2

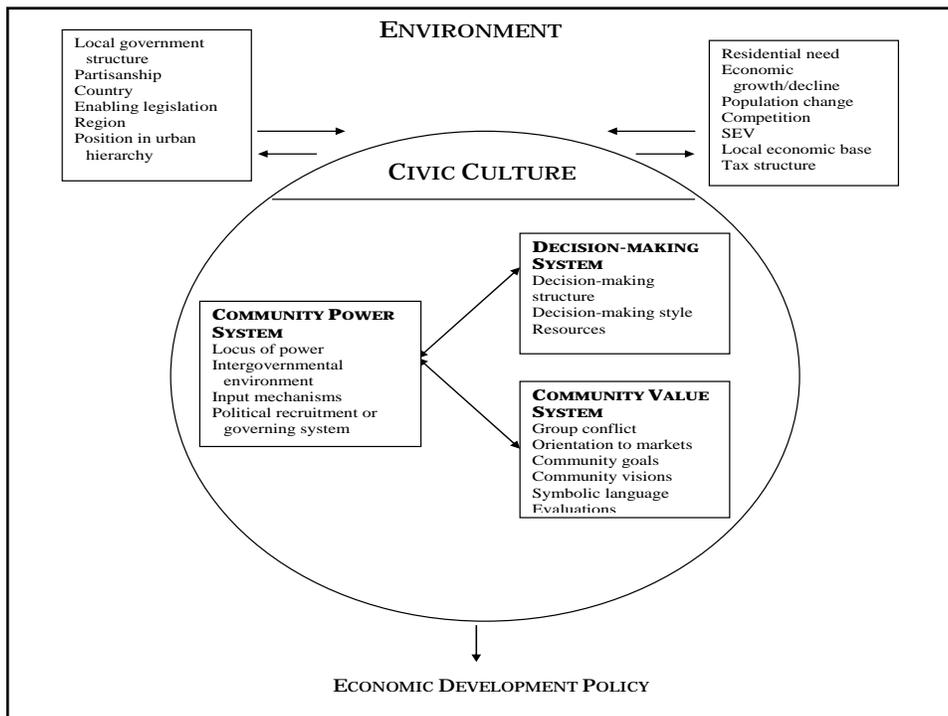
- Kluckhohn (1954) – 6 themes (language, aesthetic expression, standardized orientation to life problems, means to perpetuate the group, individual demands for order, individual demands for survival)
- Elazar (1994) – culture shapes government through perceptions of political community, by influencing recruitment, and by how the art of governing is practiced
- Parsons (1951) and Easton (1965) – systemic notions of culture

## Civic Culture Framework

- Social or ideological local culture (individual)
  - Individual values, beliefs and ideologies
  - Party preferences, liberal/conservative, life style choices, political tolerance, religious values
- Systemic culture (civic)
  - Rooted in governance, history and sense of community, individual and group interactions in public policy-making, allocation of value,

**FIGURE 1: LOCAL CULTURE MAP**

<b>Exogenous Factors</b>	<b>Ideological Culture: Individual Variables</b>	<b>Civic Culture: Community Variables</b>
Age	Political ideology	Input opportunities
Natural resources	Partisanship	Power systems
Fiscal health	Religious values/activities	Political participation
Geography/region	Life style preferences	Policy innovation
Demographics	Civic tolerance	Risk tolerance
Size	Trust	Planning/evaluation
Government structure	Attitudes about personal responsibility	Conflict tolerance
Density	Political Efficacy	Community volunteerism



<u>Community Power System</u>	<u>Community Value System</u>	<u>Community Decision-Making System</u>
<b>Input Arenas - Access</b> Citizens Business Government Media Unions	<b>Conflict Tolerance</b> Extent (episodic/consistent) Reaction (tolerance) Community cohesiveness	<b>Rationality</b> Planning Evaluation Political Rationality Fiscal Rationality Innovation vs emulation
<b>Electoral/governing Arenas</b> Recruitment Campaign funding Turnover/margins of victory Structural stability/progressiveness Voting turnout Partisanship	<b>Policy Orientation</b> Government v. market Regulatory activism Entrepreneurialism Policy innovation Risk tolerance Liberal/conservative Economic v. social issues Moralistic v. secular	<b>Decision Drivers</b> Demands Rationality Competition Goals Funding
<b>Influence Arenas - Power</b> Decision-making dominance Policy opposition Elected v. appointed officials Intergovernmental effects	<b>Community Goals</b> Public v. private oriented Effectiveness/quality of life Effectiveness/competitive positioning Effectiveness/alleviation of social problems Redistribution Efficiency	<b>Department Structure</b> Locally-determined Stand-alone v. integrated Internal v. external

		Market	Inclusive	Bureaucratic	Individualistic
<b>Power System</b>	<b>Input Arena</b>	High business initiated input	High citizen input; high govt initiated input	High govt initiated input or low input overall	Low input across the board, possible higher business input
	<b>Electoral Governing Arena</b>	Business elite governing arena	Inclusive governing	Bureaucratic elite governing	Old boy system
	<b>Influence Arena</b>	High business influence	Pluralist influence system	High govt influence	Individual elites influential
	<b>Intergovt Arena</b>	Low quantity; indeterminate quality	Lower quantity; higher fiscal quantity; indeterminate quality	High quantity and quality	Low quantity and quality
<b>Value System</b>	<b>Conflict tolerance</b>	Low	High	Low	Low
	<b>Market Orientation</b>	High	Low	High	Low
	<b>Community Goals</b>	High traditional	High growth management or low goal orientation	Higher across the board	High traditional or lower overall
<b>Decision-making System</b>	<b>Structure</b>	Independent ED dept or external	Internal ED dept as part of another dept	Free standing ED dept	Placement in executive office
	<b>Rationality</b>	Low	Low	High	Low
	<b>Decision-drivers</b>	Mixed political rationality and goal focus	High political rationality	High objective rationality; high efforts to copy neighbors	High political rationality
<b>Public Policies</b>	<b>Economic Develop.</b>	Traditional	Traditional	Highly innovative	Traditional
	<b>Public Safety</b>	Privatization, aggressive	Traditional, political distribution	Privatized, rational distribution	Traditional
	<b>Education</b>	High choice, private options	High choice, decentralization	Public emphasis, creative options	Traditional

## Methodology

- Comparative Case Studies
  - Elite Interviews
  - Citizen Surveys
  - Key Documents

## North American Project

- Journal of Urban Affairs Symposium
- Georgetown University Press
- US Cities:
  - Louisville, Cleveland, Pittsburgh, Miami, San Diego, Dallas, Charlotte
- Canadian Cities:
  - Toronto, Ottawa, Vancouver, Calgary

## Civic Culture: Emerging Paradigm

- What types of local civic culture are present in cities in each country?
- Do cultural types cross national boundaries?
- Do cities have a single local civic culture that permeates all policy arenas or are there variations depending on policy type?
- Is there a unified local perspective on civic culture among government officials, business leaders and citizens?
- Do large central cities with demographic, racial, and ethnic diversity evidence a single local civic culture?