

WORKSHOP IN POLITICAL THEORY  
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# INSTITUTIONAL ARRANGEMENTS AND THE DELIVERY OF URBAN SERVICES: EMPIRICAL STUDIES

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## Institutional Arrangements and the Delivery of Urban Services: Empirical Studies

This bibliography has been prompted by a number of events. Recently there has been increasing interest surrounding the examination of public policy formation vis-a-vis institutional design. Similarly, there has been increased interest in using the tools of political economy to analyze the distribution of goods within society. It is the aim of this bibliography to selectively present some of the studies that combine elements of both methodologies as they are applied to an urban setting.

Three factors were used to determine what studies would be included within this bibliography. The first deals with whether or not a study is concerned with institutional arrangements. The second factor deals with the presence or absence of an analysis pertaining to the distribution of public goods within an urban society. The final factor is concerned with whether or not the study is empirical in nature. It should be cautioned that some nonempirical works were included in this bibliography -- however, these are considered to be classical formulations of the problems on which the empirical studies are based. By and large, for a study to be included, it had to incorporate all three of these factors.

The bibliography cannot claim to be a complete compendium of all studies that meet its criteria. It is highly selective, although an attempt was consciously made by the compiler to include as many relevant studies as possible. The citations contained in the bibliography were gleaned from approximately 800 articles and papers that were broadly related to the subject. The search began with a careful scrutiny of the extensive collection of papers and articles on file at the Workshop in Political Theory and Policy Analysis, Indiana University. Secondly, the compiler searched the major journals for articles relating to the subject. Finally, a number of scholars in the field were contacted to provide additional citations to their own and others work on this subject.

Each citation has been coded according to a number of descriptors. This was purposely designed so as to generate a computer index, and in the future -- as the project grows -- to provide a basis for computer searches. The coding scheme is in part based on the Metropolitian...Reform Bibliography (METREF) format developed at the Workshop in Political Theory and Policy Analysis. This coding scheme is enumerated in the list of descriptors which follows this introduction. Each descriptor is fully elaborated in a separate section entitled "Descriptor Specification." At the conclusion of this bibliography is an index designed to provide quick reference for those interested in specific topics. The index covers two broad areas: institutional arrangements and type of service. Each topic is referred to by descriptor number, which is then followed by a list of all bibliographic entries relating to this topic according to citation number.

Of course, this project would never have been completed without the funding of a work-study grant supplied through the Workshop in Political Theory and Policy Analysis. More importantly, thanks is extended to Elinor Ostrom and Paula Baker for their efforts in getting this project off the ground. Thanks should also go to Blissa Washington for keypunching the bibliographic entries and to Diane Eubanks for her role in editing and program manipulation involved in formating the bibliography and the index.

LIST OF DESCRIPTORSCHARACTERISTICS OF THE DOCUMENT

## A. Principal Approach

- 100. . .Advocacy
- 105. . .Theoretical
- 110. . .Descriptive
- 120. . .Review or bibliographic essay

## B. Analytic Content

## 1. Focus

- 300. . .Single city
- 305. . .Single metropolitan area
- 310. . .Several cities or metropolitan areas
- 315. . .Cross national

## 2. Data: Substance and Source

- 400. . .No data
- 405. . .Data

## Substance

- 410. . .Service consumption
- 415. . .Agency output/agency production
- 420. . .Costs
- 425. . .User characteristics
- 430. . .Activities
- 435. . .Output

## Source

- 450. . .Census
- 455. . .Voting
- 460. . .Survey
- 465. . .Observational, historical (non-statistical)
- 470. . .Agency records
- 475. . .Other

### C. Institutional Arrangements

500. . .Intra-jurisdictional arrangement

  501. . .Size (geographic)

  505. . .Size (agency)

  510. . .Entry/exit rules (including recruitment)

  515. . .Scope of powers

  520. . .Decision rules

  525. . .Information rules

540. . .Inter-jurisdictional arrangements

  541. . .Size (geographic)

  545. . .Size (agency)

  550. . .Entry/exit rules

  555. . .Scope of powers

  560. . .Decision rules

  565. . .Information rules

570. . .Proprietary arrangements

  572. . .Private (voluntary)

  573. . .Private--for profit

  574. . .Private--non-profit

  575. . .Public (involuntary)

579. . .Type of staffing

  580. . .All volunteer

  582. . .Mixed

  584. . .All professional staff

585. . .Production arrangements

  587. . .Public agency produce

  589. . .Public agency contract with private

  591. . .Public agency established standards  
            for private production (franchise)

  593. . .Public agency issued vouchers

  595. . .Public agency contract with public (inter-agency)

  597. . .Public agency produces some, but also procures  
            from other agencies

  599. . .Strict private market arrangement

## D. Service Type

- 600. . .Police
- 605. . .Fire
- 610. . .Parks and recreation
- 615. . .Fresh-water provision
- 620. . .Sewerage, water pollution control, air pollution
- 625. . .Solid waste disposal
- 630. . .Housing, urban renewal
- 635. . .Library, museums, cultural facilities (events)
- 640. . .Welfare/social services
- 645. . .Education
- 650. . .Health services
- 655. . .Data processing
- 660. . .Purchasing
- 665. . .Planning, zoning
- 670. . .Consumer protection
- 675. . .Licensing
- 677. . .Transportation
- 679. . .Streets
- 680. . .General reference to services

## E. Relevance to Theoretical Issues

- 700. . .Externalities
- 705. . .Scale economies, efficiency, level of output
- 710. . .Participation, alienation
- 712. . .Responsiveness
- 715. . .Spatial organization
- 720. . .Effects of partisanship/non-partisanship,  
party structure, bosses, machines
- 725. . .Fiscal effects, problems, taxation
- 730. . .Aesthetic--physical characteristics,  
architecture, visual amenities, preservation
- 735. . .Problems of disadvantaged groups, ethnic identity,  
race relations
- 740. . .Accountability
- 745. . .Co-production

## DESCRIPTOR SPECIFICATION

### CHARACTERISTICS OF THE DOCUMENT

#### A. PRINCIPAL APPROACH

100. . . ADVOCACY applies to outright partisan, polemical, proselytizing articles. The dominate intention is to persuade the reader. Theoretical or descriptive elements may be present as adjuncts to the persuasive effort. The argument of the article will depend heavily on explicit or implicit values held by the author. The article will have a heavy dose of "should" statements, prescribing a more desirable state of affairs than presently exists.

105. . . THEORETICAL documents depend upon formal propositions and logical inference to carry the exposition. Hypotheses may be presented and exposed to some form of testing.

110. . . DESCRIPTIVE documents primarily enumerate features of institutional structure, urban services or service delivery systems. Eschewing advocacy and falling short of theoretical exploration, descriptive documents elucidate a "state of the world" from the author's perspective.

120. . . REVIEWS AND BIBLIOGRAPHIC ESSAYS

#### B. ANALYTIC CONTEXT: DATA SUBSTANCE AND SOURCE

##### Data Substance

410. . . SERVICE CONSUMPTION relates to data measuring the amount (volume) of a service used by consumers.

415. . . AGENCY OUTPUT/AGENCY PRODUCTION relates to data concerned with measuring the amount of a service provided by an agency for consumption.
420. . . COSTS relate to data concerned with measuring the amount of resources expended while producing one unit of a good. This is generally done so as to compare costs of producing the same or similar goods under different production (institutional) arrangements.
425. . . USER CHARACTERISTICS deal with data which is concerned with the social, economic or political make-up of those individuals who consume a service.
430. . . ACTIVITIES refer to actions by the agency which produces goods. These activities are related to agency behavior not to its production of services.
435. . . OUTPUT remains largely a residual category measuring such service outputs as those affected by a process of co-production.

#### Data SOURCE

450. . . CENSUS data is likely to relate to relatively stable and descriptive aggregate characteristics of persons and things, such as age, race, housing conditions and physical mobility. The U.S. Census Bureau is the most prominent source of census-type data, but other agencies may conduct local censuses for special purposes. A confusing aspect is the use of survey methods to conduct censuses. In such cases, the criterion should be whether the survey was taken for a special purpose on possibly a distinct sub-group or whether the survey was part of a regular on-going series whose aim is the estimation of aggregate characteristics; the former is a survey, the latter a census, regardless of the method employed.
455. . . VOTING data represents the results of referenda and elections of all kinds as well as the tallies of votes in bodies such as legislatures, councils and boards.

460. . . SURVEY data is derived from systematic, scientific sampling procedures applied to defined populations such as voters, residents of a particular place, employees of a certain kind, etc. Such data may be reported in the form of counts, percentages, or, in analyzed forms. Survey data is most likely to relate primarily to respondent attitudes, beliefs and experiences.
465. . . OBSERVATIONAL, HISTORICAL data is largely constructed from information which cannot be reduced to numerical form. This variety most often will consist of the results of non-survey interview studies, or participant observation, and of archival and documentary research.
470. . . AGENCY RECORDS refer to data which has as its origin the agency which is producing the service being studied. Generally this data is fiscal in nature, measuring costs and output.
475. . . OTHER remains a residual category.

### C. INSTITUTIONAL ARRANGEMENTS

500. . . INTRA-JURISDICTIONAL ARRANGEMENTS refer to varying institutional arrangements which are contained within a single jurisdiction.
501. . . SIZE (GEOGRAPHIC) refers to institutional arrangements which are affected by the geographical area which a jurisdiction encompasses.
505. . . SIZE (AGENCY) relates to the composition of an agency engaged in the production or purchase of public goods. The concern is primarily with the number of agency members.
510. . . ENTRY/EXIT RULES relate to jurisdictional rules defining the characteristics of those who are able to enter into decision-making which entails the distribution of public goods. It also deals with the costs to those who desire to enter into a decision-making structure.

515. . .SCOPE OF POWERS refer to the size of population encompassed by varying jurisdictional arrangements.
520. . .DECISION RULES determine the weight accorded to different individual inputs into decision-making when concerned with the allocation of public goods.
525. . .INFORMATION RULES refer to those rules which limit or enhance the knowledge of citizens concerning institutional arrangements or the output of public goods by those arrangements.
540. . .INTER-JURISDICTIONAL ARRANGEMENTS deals with varying institutional arrangements which are contained within a multiplicity of jurisdictions which are interacting with one another in the production or purchasing of public goods.
541. . .SIZE (GEOGRAPHIC) refers to institutional arrangements which are affected by the geographical area which a jurisdiction encompasses.
545. . .SIZE (AGENCY) relates to the composition of an agency engaged in the production or purchase of public goods. The concern is primarily with the number of agency members.
550. . .ENTRY/EXIT RULES relate to jurisdictional rules defining the characteristics of those who are able to enter into decision-making which entails the distribution of public goods. It also deals with the costs to those who desire to enter into a decision-making structure.
555. . .SCOPE OF POWERS refers to the size of population encompassed by varying jurisdictional arrangements.
560. . .DECISION RULES determine the weight accorded to different individual inputs into decision-making when concerned with the allocation of public goods.

565. . .INFORMATION RULES refer to those rules which limit or enhance the knowledge of citizens concerning institutional arrangements or the output of public goods by those arrangements.

570. . .PROPRIETARY ARRANGEMENTS are generally concerned with classification of attributes of alternative institutions.

572. . .PRIVATE (VOLUNTARY) refers to ownership structure. This structure is without public authority, possessing no powers of taxation.

573. . .PRIVATE--FOR PROFIT

574. . .PRIVATE--NON-PROFIT

575. . .PUBLIC (INVOLUNTARY) institutions are publicly-owned with public authority. It possesses powers of taxation.

579. . .TYPE OF STAFFING

580. . .ALL VOLUNTEER refers to an institution's providing officials. Example might be some Co-ops, etc.

582. . .MIXED are institutions in which the providing officials are a mixture of voluntary and professional persons. Examples: some Co-ops, foundations, commissions, etc.

584. . .ALL PROFESSIONAL STAFF

585. . .PRODUCTION ARRANGEMENTS is a residual category dealing with varying arrangements for the production of a public good.

587. . .PUBLIC AGENCY PRODUCED are public goods entirely produced by a public agency.

589. . .PUBLIC AGENCY CONTRACT WITH PRIVATE consist of public goods produced by a private institution and contracted by a public agency.

591. . .PUBLIC AGENCY ESTABLISHED STANDARDS FOR PRIVATE PRODUCTION. A classic case is the franchise.

593. . . PUBLIC AGENCY ISSUED VOUCHERS. The public agency distributes funds to allow consumers to contract their own services.

595. . . PUBLIC AGENCY CONTRACT WITH PUBLIC AGENCY. This is an inter-agency contract in which one public agency produces goods, while another contracts for those goods.

597. . . PUBLIC AGENCY PRODUCES SOME, BUT ALSO PROCURES FROM OTHER AGENCIES (PUBLIC OR PRIVATE)

599. . . STRICT PRIVATE MARKET ARRANGEMENT

D. SERVICE TYPE

600. . . POLICE

605. . . FIRE

610. . . PARKS AND RECREATION

615. . . FRESH-WATER PROVISION

620. . . SEWERAGE, WATER POLLUTION CONTROL, AIR POLLUTION

625. . . SOLID WASTE DISPOSAL

630. . . HOUSING, URBAN RENEWAL

635. . . LIBRARY, MUSEUMS, CULTURAL FACILITIES (EVENTS)

640. . . WELFARE/SOCIAL SERVICES

645. . . EDUCATION

650. . . HEALTH SERVICES

655. . . DATA PROCESSING

660. . . PURCHASING

665. . . PLANNING, ZONING

670. . . CONSUMER PROTECTION

675. . . LICENSING

677. . . TRANSPORTATION

679. . . STREETS

680. . . GENERAL REFERENCE TO SERVICES

### E. RELIANCE TO THEORETICAL ISSUES

700. . .EXTERNALITIES are beneficial or adverse effects of activities which may spill over into other areas which have not paid for them and which may or may not want them.
705. . .SCALE ECONOMIES, EFFICIENCY, LEVEL OF OUTPUT involve the effect of the size of a production unit on the costs of producing services or to specific discussions of output or efficiency levels.
710. . .PARTICIPATION, ALIENATION deal with specific reference to participation rates of citizens in any type of political activity, or to citizen feelings of alienation or inefficacy (or non-alienation and efficacy).
712. . .RESPONSIVENESS concerns specific reference to problems associated with trying to make public officials and governmental units responsive to citizen preferences.
715. . .SPATIAL ORGANIZATION refers to the drawing of political boundary lines over urban space.
720. . .EFFECTS OF PARTISANSHIP/NONPARTISANSHIP, PARTY STRUCTURE, BOSSSES, MACHINES.
725. . .FISCAL EFFECTS, PROBLEMS, TAXATION. Fiscal means getting and spending money for governmental purposes. Whether taxes are progressive or regressive, who bears the burden of particular forms of taxes, the effect of fragmentation on fiscal structure of a metropolitan area and equitable distribution of costs will all fall into this rubric.
730. . .AESTHETIC--PHYSICAL CHARACTERISTICS
735. . .PROBLEMS OF DISADVANTAGED GROUPS, ETHNIC IDENTITY, RACE RELATIONS.
740. . .ACCOUNTABILITY refers to ways of keeping public officials accountable either to citizen preferences or to standards of performance.
745. . .CO-PRODUCTION refers to consumers of a good, who through their cooperation, also are necessary to the production of goods. An example might be crime prevention in which citizens must be alert to potential criminal activities in their neighborhood and contact the police when witnessing or suspecting such activities.

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\*6960

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