

A Proposal for a Taxonomy and Nomenclature for the Study of Regional Intergovernmental Organizations in the United States



DAVID YOUNG MILLER
UNIVERSITY OF PITTSBURGH

JEN NELLES
HUNTER COLLEGE

JAY RICKABAUGH
UNIVERSITY OF PITTSBURGH

Panel Members



Douglas Hooker, Executive Director, Atlanta Regional
Commission

Michelle Lacewell, Interim Director, Nashville Area Metropolitan
Planning Organization

Kristen Michaels, Executive Director, Congress of Neighboring
Communities (Pittsburgh)

Michael Skipper, Executive Director, Greater Nashville Regional
Council

*Moderator: Dave Miller, Commissioner, Southwestern
Pennsylvania Commission*

Complementary

Strategies that enhance the ability of particular jurisdictions to address problems within their jurisdictions that may or may not involve working with other jurisdictions but serve the overall region by virtue of the improvements brought about by those strategies.

Utilization Scorecard

ACIR 1962 Strategies for Metropolitan Organization

Comprehensive

Strategies that engage all of the principle governmental jurisdictions within the region to either deliver or attempt to address the common issues facing the region as a whole.

Limited

Extraterritorial Powers

Not Applicable

Extensive

Intergovernmental Agreements

Not Applicable

Not Applicable

Voluntary Metropolitan Councils

Extensive

Extensive

Urban County

Limited

Extensive

Limited Purpose Metropolitan
Special District

Not Applicable

Not Applicable

Multipurpose Metropolitan Special
District

Limited

Not Applicable

Transfer Functions to the State

Limited

Extensive

Annexation

Not Applicable

Limited

City-county consolidation

Limited

Not Applicable

Federation

Limited

Intergovernmental
Agreements

“Extensive
Strategies”

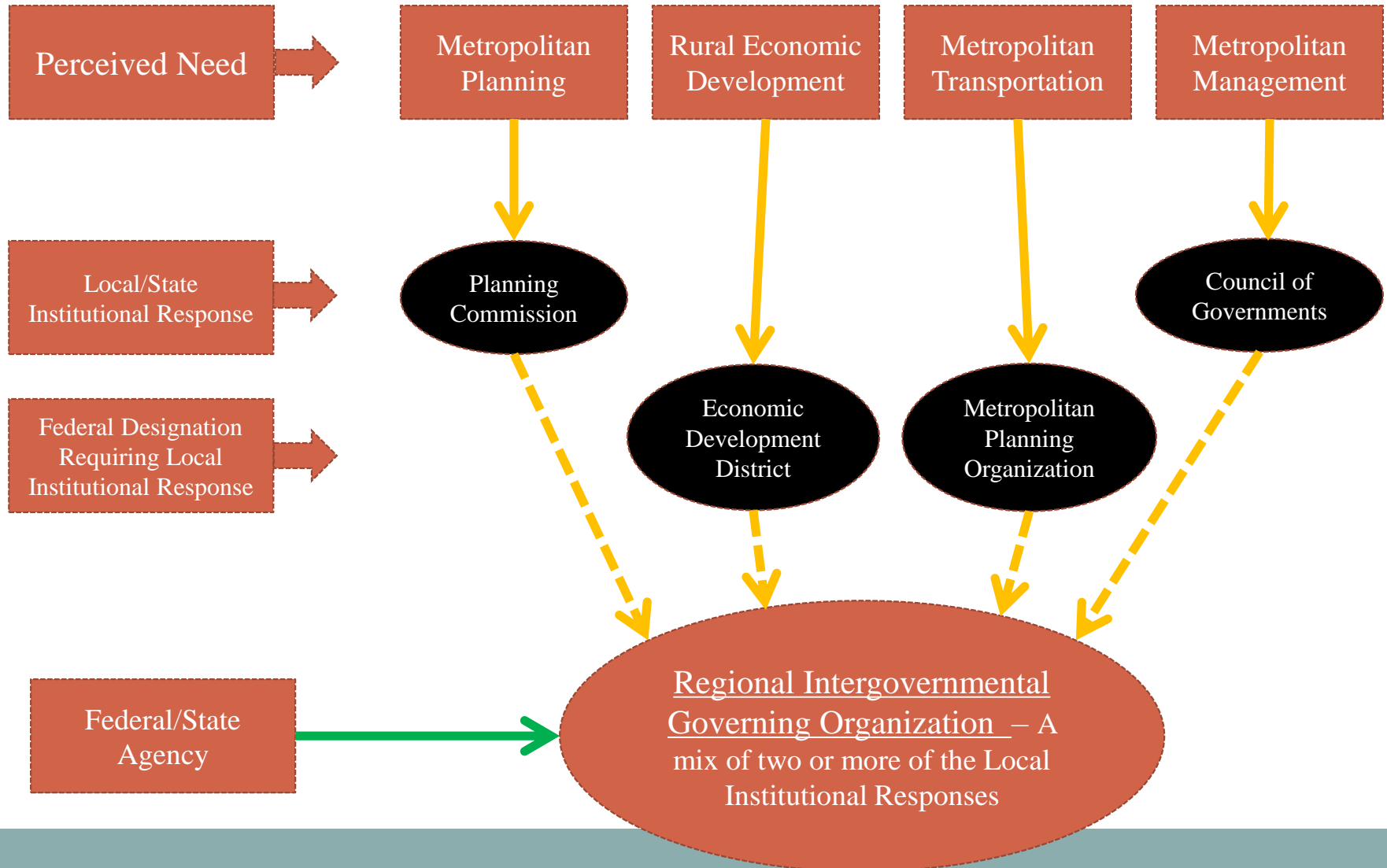
Urban County

Annexation	Population		Land Area (sq mi)			
	1950	2010	1950	2010	Change	
Northeast	19,796,985	17,853,709	2,205	2,277	3%	
Midwest	16,725,313	16,277,814	2,132	5,129	141%	
South	7,461,856	17,384,042	1,832	9,530	420%	
West	8,370,896	23,064,336	1,796	6,031	236%	
United States	52,353,050	74,579,901	7,965	22,967	188%	
Single Purpose Special District	County	Municipality	Town	Ind School District	Special District	
	2012 Total	3,031	19,519	16,360	12,880	38,266
	1987-2012	(11)	319	(331)	(1,841)	8,734
	1967-1987	(7)	1,152	(414)	(7,021)	8,268
	1952-1967	-	1,270	(97)	(34,604)	8,945
	Net	(18)	2,741	(842)	(43,466)	25,947

Summary of Properties of Regional Intergovernmental Organizations

Property		Description of Property
1	Membership	The organization is primarily constituted by general purpose local governments (counties and municipalities).
2	Prominence	The organization covers a geography that is the largest to which a set of local governments have representational rights.
3	Function	The organization has a public agenda that covers a broad number of policy areas.
4	Ambition	The organization has an articulated or aspirational mission to be a voice of the region in the broader state and federal community.
5	Legitimacy	The organization has a high degree of intergovernmental legitimacy.

Origins of the Regional Intergovernmental Organization (RIGO)





Seven Types of Cross-Boundary Organizations

interacting differently to create

Seven Types of Regional Structures

Major Types of Regional Cross-Boundary Organizations

Name	Title	Description	#
Regional Intergovernmental Organization	RIGO	The cross-boundary organization in a region that best meets the five properties (membership, prominence, function, ambition, legitimacy).	393
Co-Regional Intergovernmental Organization	Co-RIGO	The cross-boundary organization in a region that best meets the five properties (membership, prominence, function, ambition, legitimacy) and shares some or all of its' space with an MPO that serves at least half of the population served by the RIGO.	82
Co-Metropolitan Planning Organization	Co-MPO	An MPO in a region that has an identified RIGO and that MPO serves at least half of the population served by that RIGO.	82
Regional Metropolitan Planning Organization	RMPO	An MPO in a region where there is not an identifiable RIGO.	51
Intergovernmental Organization	IGO	A cross-boundary organization in a region where there is an identifiable RIGO and meets some of the properties (membership, prominence, function, ambition, legitimacy) of an RIGO. There could be multiple IGOs in a region.	(TBD)
Intra-Regional Metropolitan Planning Organization	IMPO	An MPO in a region that has an identified RIGO and that MPO serves less than half of the population served by that RGO. There could be multiple IMPOs in a region.	138
Unique Regional Organization	URO	A region with a fully functioning regional organization(s) that are not based on local government membership.	4

Doug

RIGO

Michael

Co-MPO

Michelle

Kristen

IGO

IMPO

URO

Major Types of Regional Cross-Boundary Organizations

Name	Title	Doug	Examples	#
Regional Intergovernmental Organization	RIGO		Southern California Association of Governments (SCAG); Chicago Metropolitan Agency for Planning (CMAP); Atlanta Regional Commission (ARC).	393
Co-Regional Intergovernmental Organization	Co-RIGO	Michael	Association of Bay Area Governments (ABAG) - San Francisco; Metropolitan Area Planning Council (MAPC)- Boston; Greater Nashville Regional Council (GNRC).	82
Co-Metropolitan Planning Organization	Co-MPO	Michael	Metropolitan Transportation Commission (MTC) - San Francisco; Boston Metropolitan Planning Organization (BMPO); Nashville Area Metropolitan Planning Organization.	82
Regional Metropolitan Planning Organization	RMPO	Michelle	New York Metropolitan Transportation Council (NYMTC); Regional Transportation Commission of Southern Nevada; Indianapolis Metropolitan Planning Organization.	51
Intergovernmental Organization	IGO	Kristen	Orange County (California) Council of Governments; Congress of Neighboring Communities (CONNECT) - Pittsburgh; Metropolitan Mayors Caucus - Chicago.	(TBD)
Intra-Regional Metropolitan Planning Organization	IMPO		Greensboro Urban Area MPO; Burlington-Graham MPO; High Point Urban Area MPO; Winston-Salem Urban Area MPO	138
Unique Regional Organization	URO		Portland (Oregon) Metro; Metropolitan Council (Minnesota); State of Rhode Island.	4

Types of US Regional Governance Structures

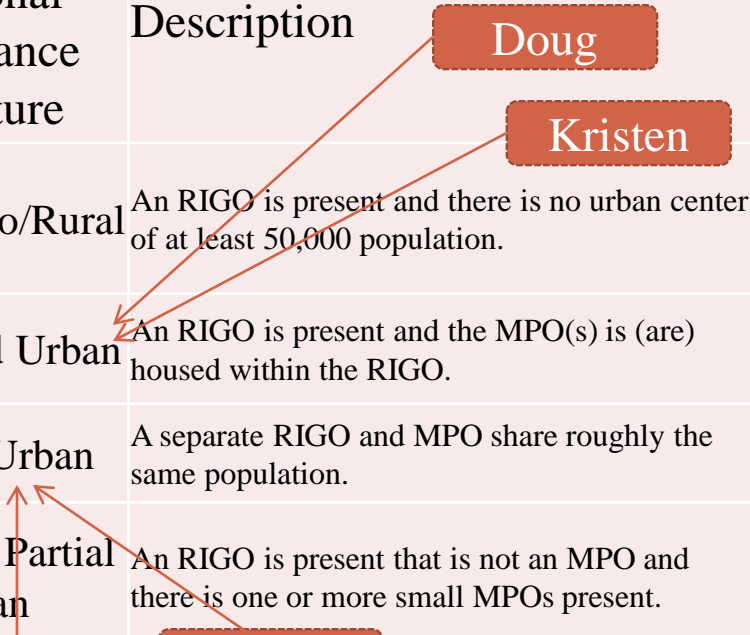
Type of Regional Governance Structure	Description	Number of Regions	Population Covered	% of US Population Served	Average Population Size
Non-Metro/Rural	An RIGO is present and there is no urban center of at least 50,000 population.	188	24,961,580	8%	132,774
Integrated Urban	An RIGO is present and the MPO(s) is (are) housed within the RIGO.	149	156,336,707	48%	1,049,240
Shared Urban	A separate RIGO and MPO share roughly the same population.	56	53,286,303	16%	951,541
Pocketed Partial Urban	An RIGO is present that is not an MPO and there is one or more small MPOs present.	82	38,326,469	12%	467,396
Total RIGO Regions:		475	272,911,059	83%	574,550
Transportation Centric	No RIGO is present but an MPO is present.	51	41,314,825	13%	810,095
Unique	A Regional Government or State Government serves the region.	4	6,491,293	2%	1,622,823
Unattached	No significant cross-boundary organization is present.	-	6,423,555	2%	-
Total US Regions:		530	327,140,732	100%	-

Doug

Kristen

Michael

Michelle



Contents of the Database



- US Counties, DC and Municipalities (Vermont, New Hampshire, Massachusetts, Connecticut, and Rhode Island) N= 4134
- Detailed Information on 475 Regional Intergovernmental Organizations including:
 - Activities
 - Staffing levels
 - Mission Statement(s) and Year of Formation
 - Multi-State or Single County
 - Regional Power Diffusion Index (RPDI)
- STATA Do-File that allows easy merging of Census Data to aggregate by RIGO boundaries
- Available at the Center for Metro Studies RIGO Webpage:
metrostudies.gspia.pitt.edu/placeholder.html

In Development

- Membership and Representational Rights (based on by-laws) of RIGOs with specific interest in:
 - How Counties and Municipalities (Big and Small) Allocate Decision-Making Authority and
 - The Formal Role of Non-Governmental Actors in Decision-Making
- Spatial Mismatch of RIGOs and MSAs
 - Quantitative Analysis
 - Geospatial Visualization
 - See: metrostudies.pitt.edu/NationalRIGOMap

Questions for the Panel



- Brief Overview of Your Organization
- Your perception of the how the willingness of local government actors to work cross-boundary is changing?
- As a rule, do local government actors as representatives to your organization think “regionally” or more “what’s in it for me?”
- How do regional issues get on your agenda? What types of issues are likely to make its way on to your agenda?
- Does your organization view itself as an agent of the local governments or as an agent of state/federal agencies?
- Doug: The challenges of being an active organization in a large metro area where your critics are on both sides (too powerful, too powerless).
- Michelle and Michael: The challenges of the split of the transportation function between your two organizations.
- Kristen: The challenges of operating within the footprint of another organization (SPC).