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### ***Resurrecting Aging Industrial Suburbs***

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We typically regard aging industrial suburbs as among the least fortunate of suburban communities, possessing multiple liabilities that have undermined their viability while newer suburbs have flourished. Typically, aging industrial suburbs are dotted with abandoned industrial facilities, many of them sitting atop brownfields. Their housing stocks, home to workers in an earlier generation, were built in styles and sizes that have not been attractive to recent generations of suburban homebuyers. This paper will argue that industrial suburbs possess features that may boost their fortunes during an era when new urbanist designs are become popular. Built at higher densities than more recent suburbs, many older industrial suburbs have walkable main streets. Often, they are well served by transit, especially rail transit, since railroads played a crucial role in transporting both goods and passengers in manufacturing centers. These design elements make them advantageous targets for redevelopment following new urbanist principles. This paper will illustrate the appeal of older industrial suburbs to current developers using examples from metropolitan Philadelphia, where a number of such communities have already attracted substantial investments. A special advantage of several of these abandoned industrial centers is their waterfront location along two major rivers in the metropolitan region. Earlier industrialists had located their plants near the rivers for pragmatic reasons. Now, the amenity value possessed by waterfront locations has fueled growing interest by developers seeking to rebuild these sites for new uses.

### ***Explaining Urban Sprawl in a Smart Growth State: The Case Study of Maryland***

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The State of Maryland has suffered from urban sprawl and its negative consequences. Many farms and forests have been converted into suburban development characterized by low urban density, strip commercial areas, and leapfrog development patterns. The state has taken serious actions to control unplanned urban growth. Since 1997, Maryland has adopted its remarkable Smart Growth initiative. However, the incentive-based approach of Maryland's smart growth makes some scholars skeptical about its ability to control urban sprawl. Therefore, it is important to investigate factors affecting urban sprawl in Maryland, which can help us improve current smart growth policies and control urban sprawl. This research paper addresses two major questions: what are major factors contributing to urban sprawl in Maryland? and what should be done to reduce urban sprawl? The unit of analysis is an urban place with 2,500 or more people and is classified by the US Census Bureau as urban. To address the research question, I studied sprawling development patterns in four points of time: 1970, 1980, 1990, and



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2000 by using secondary data obtained from the US Census Bureau and the Data Center of Maryland's Department of Planning. Four data sets were created to express urban sprawl conditions in these years. Then, the data sets were merged to produce one data set (N=404 cases). Four multiple regression models were constructed to explore factors contributing to urban sprawl. The dependent variable, urban sprawl, is expressed by: per capita land consumption, the percentage of one-unit detached housing structures to the total number of housing structures, the percentage of population working in the place of residence, and the mean travel time from home to work. The independent variables include socioeconomic factors (percentages of whites and per capita income); fiscal governmental policies (state grants to counties where an urban place is located, county expenditures in transportation), and adoption of the smart growth initiative expressed by a dummy variable (after policy adoption=1 and before policy adoption=0)); governmental status (incorporated vs. unincorporated municipalities); and geographical features (proximity to a large city with 50,000 or more people). Research findings indicate factors contributing to urban sprawl that should be addressed in smart growth policies. They will help us improve current planning programs, which can reduce urban sprawl and preserve environmentally sensitive lands in Maryland.

### ***Racial Change in a Metro City: Implications for Community Development***

Asma Ali (University of Illinois at Chicago)

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In the last decade, urban development policies have caused significant demographic changes in metropolitan regions. One of these changes, rapid racial change, has influenced communities beyond the urban periphery-- challenging neighborhoods, organizations, and relationships in the community. This paper will consider the case of a metropolitan community located some 45 miles from Chicago, as it struggled to identify and develop a systemic response to these changes through a neighborhood-based Quality of Life planning process. Through discussions with community leaders and participant observation, we will discuss the formation of the city's first Community Development Corporation and its programs as an organizational response to these challenges.

### ***The Effects of Foreclosures on Immigrant Households in Minneapolis***

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Like many cities across the U.S., Minneapolis has recently experienced a dramatic increase in the number of home foreclosures. In the decade prior to the foreclosure crisis immigrant households represented an important component of new homeowners in Minneapolis but data limitations have so far prevented an examination of the extent to which immigrant households in Minneapolis have been affected by foreclosure. Using data collected by Minneapolis Public



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Schools on the primary language spoken in the home as a proxy for nativity status, I identify which foreclosed properties in Minneapolis between the years 2006 and 2008 were inhabited by households with school-aged children and the nativity status of these households. Two additional pieces of analysis help to inform policy debate around foreclosure prevention efforts. First, the relative frequency of the language spoken in foreclosed homes indicates the specific immigrant groups where foreclosure prevention counselors should target their efforts. Second, a spatial analysis of the nativity status of households living in foreclosed properties reveals the extent to which the patterns of immigrant households in foreclosure matched the patterns of foreclosed homes overall. The degree to which these patterns match is important since it gives some indication of whether immigrants who experienced foreclosure lived in ethnically concentrated neighborhoods or were well integrated into the community overall. Which pattern predominates will help to inform future foreclosure prevention strategies among immigrant households.

### ***Different Data, Different Deal? Comparing Three Sources of Neighborhood Housing Value***

Joshua D. Ambrosius (University of Louisville), John I. Gilderbloom (University of Louisville), Matthew J. Hanka (University of Louisville)

Social scientists often control for socio-economic indicators such as neighborhood housing value when constructing urban models. Depending on the source of this data, the results may differ drastically. In an effort to compare various housing data sources, this study contrasts three measures of neighborhood median housing value for Louisville, Kentucky, in 2000: self-reported values (U.S. Census); sales prices (MLS); and tax assessments (property valuation administrator). Three tract-level hedonic models permit the comparison of coefficients on socio-demographics and housing characteristics from the 2000 Census. The authors further construct ratios of self-reported and assessed value to sales price, the lone market-based measure. Assessment-to-sale ratios vary by employment density, meaning that the assessed median is closer to the true sales median in areas with high employment concentrations. Self-report-to-sale ratios vary by traditional predictors of neighborhood distress (nonwhite, unemployment, and vacancies), meaning that residents of more-distressed neighborhoods tend to overvalue properties. Implications of the results are discussed.

### ***Radical Roads: The Revolutionary Influence of the Interstate Highway System on the Pattern of Metropolitan Development in the United States***

David L. Ames (University of Delaware), Sue McNeil (University of Delaware), Michelle Oswald (University of Delaware)

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The influence of the Interstate Highway System on individual metropolitan areas has been widely analyzed. However, its role in transforming the national pattern of American metropolitan



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development has been recognized only recently. Based on research under the University of Delaware's University Transportation Center, this paper explores how the Interstate System was planned and implemented as a whole and its role in creating a new national pattern of metropolitan development. The development of highways in the United States has generally been explained as a response to the demand generated by the rise of automobiles and trucks. This paper argues that although the design and implementation of the Interstate Highway System was not tied directly to the transportation needs of metropolitan areas, it created a new accessibility network that greatly influenced the way metropolitan areas developed. This was partly due to how quickly the Interstate Highway System was completed in fifty years from 1960's, creating highway infrastructure with excess capacity over much of the country that drew development to it. Recent research has identified emerging metropolitan patterns from linear corridors to dispersed galactic linked metropolitan constellations. From a single megapolitan area in the Northeast in 1960, there are currently ten megapolitan areas and ten more to emerge by 2040. Smaller scale, "micropolitan" areas have developed along Interstates. Thus, this research views the Interstate System as an independent variable and examines its impact on the American metropolitan landscape at a national scale.

### ***New Urbanism vs. the New Economy***

Robert Amey (Bridgewater State College)

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Numerous Massachusetts towns have been looking at or actively engaged in "re-centering" developments. These developments include the redevelopment of older, often run-down town centers and new center development on brownfield properties, and in some cases both. The conversion of older factories and office buildings that were abandoned as manufacturing jobs shifted away from New England into new retail and office space and/or residential units attempts to meet multiple goals: the need for new development in towns with little developable land, attempts to recruit businesses in high tech/biotech fields, provide both affordable and upscale housing, bring people and business back "into" town, and in some cases, incorporate smart growth objectives by focusing on access to local employment and/or mass transit. This study looks at the efforts of Westborough, MA, which has created an overlay district to permit the redevelopment of a brownfield property in the town's center, with the intent of meeting many such smart growth objectives. The delay in moving from concept to reality, however, coincided with the current downturn in the economy. This presentation looks at the current status of this project and what has - and hasn't - been achieved.

### ***The Effectiveness of STEM Programs across States through Meta-Analysis***

Dayoung An (Cleveland State University)

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Urban Affairs Association (UAA) 39th Annual Conference Chicago, IL March 4-7, 2009 Dayoung An The Effectiveness of STEM Programs Across States Through Meta-analysis: To meet the demand of the 21st century which requires the skills, flexibility and diversity of the workforce responding to new, emerging economic, federal and state governments have strived to invest into STEM education and programs. In addition increasing government?s attempts, numerous studies on an effectiveness of STEM programs have carried out at each of STEM programs at the state levels. As the research base in single case studies increase, studies need to be aggregated to review results and communicate among researchers and practitioners efficiently (Busse et.al., 1995; White, 1987). The idea of synthesizing data from across studies through effects size statistics has become know as meta-analysis ( Cooper, 1989; Cooper & Hedge, 1994). These programs primarily provide support for, or to strengthen, science, technology, engineering, or mathematics education at the elementary and secondary through postgraduate levels. More detailed, most of the federal programs have focused on student engagement, capability, and continuity in STEM fields. On the other hand, the purposes of state programs are rather related to economic factors such as increasing participant incomes, and employment. The different goals between federal and state government STEM programs provides the reasons of why only focusing on state STEM programs in this paper. Therefore, the purpose of this paper is to generalize whether STEM across states programs have effectively performed in terms of economic perspectives through effects size in meta-analysis. In order to calculate the kinds of reliability of effect sizes from different kinds of articles including working paper, academic paper, dissertation, and books, each of the size effect based on the articles help understand the magnetite of size effect difference among the different papers. Criteria determined whether a research report qualified for inclusion in the Meta analysis: First, the programs in science, mathematics, engineering or technology have been funded from state governments. Second, studies examined economic factors. Third, the research reported enough statistical information to estimate effect sizes.

### ***What Can “Urban Crisis” Tell Us about the Field of Urban Studies?***

Greg Andranovich (California State University, Los Angeles), Gerry Riposa (California State University, Long Beach)

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Crisis is suggestive of two possibilities – danger and opportunity – and the dynamic relationship between them. From a political science perspective “urban crisis” provides a framework for capturing the dangers and opportunities inherent in conflicts in and over the city: which claims, and whose claims, are most valid and why. This paper provides a brief examination of crisis theory, then links it to the general literature on urban crisis, and provides a short case study of the conflict in and over the city of Los Angeles. In the end, the paper shows that living with danger and opportunity requires thinking about the nature of political institutions and how “we” want to value danger and opportunity in urban public policy making. And dissecting this “we” establishes one of the boundaries of urban studies.



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***(Re)claiming space for urban agriculture in cities of the global North and South: An analysis of community demands for sustainable food production programs in La Havana, Lima, Boston, and Barcelona.***

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In the last decade, cities around the world have witnessed the growth of community-supported agriculture projects, direct marketing of farm products through food stands, farmer's markets, and co-ops, van services to markets, and joint ventures between community groups and food chains in inner-city communities. Those urban agriculture initiatives are portrayed as responses to demands for building sustainable urban food production systems and improving the nutrition of vulnerable populations, while changing land use patterns and converting empty lots or brownfields to temporary stands and markets or permanent inner-city farms. This paper focuses on grassroot-level initiatives for urban agriculture projects in poor and minority neighborhoods of four contrasting cities in the global North and South: La Havana, Lima, Barcelona, and Boston. I attempt to understand how multiple players and interests in those cities vie for scarce resources while seeking to address community needs in urban settings. Using the framework of environmental justice, I pay particular attention to the demands, strategies, and discourses of community organizations to advocate for urban agriculture projects and to the dynamic and often conflictive relations with city agencies. Through interviews and focus groups with community organizations, their allies, and city planners and officials in those four cities, I show that community groups are articulating classic environmental justice discourses of improved distribution of environmental benefits, recognition of traditional practices, and demands for greater participation in decision-making. However, they are also advocating for spatial justice and a redefinition and re-invention of what are "sustainable cities" and sustainable food production systems. Through process tracing and the construction of complex interactions, I also present how the different political, institutional, and socio-economic contexts in these four cities determine the outcomes of community claims. Finally, I consider the urban planning and governance requirements to scale-up these grassroot-led initiatives across neighborhoods and cities.

***Light Rail Dreams: Transit as a Catalyst for Community***

Stephen Appold (UNC Kenan-Flagler Business School), Eric Petersen (Cambridge Systematics)

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This paper will examine the arguments for light rail investment, particularly as a means of community development and "place-making," alongside evidence of success or failure of these projects in U.S. cities. According to critics, light rail proponents are at best optimistically misguided about the impacts of building light rail systems and at worst cynical manipulators of forecasts. Proponents, in turn, point to recent light rail systems that have outperformed the forecasts.



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The second half of the paper will take a closer look at two cases where light rail is being considered or has been implemented recently: the North Carolina Research Triangle (Raleigh, Durham, Chapel Hill) and Charlotte. We will use these two cases to illuminate the nature of planning for light rail in the U.S. This section will examine the life cycle as it were of a light rail system, including stages such as proposing a system and gaining community support, planning for a system, realizing federal financial support and building the system. Charlotte has passed through all phases and has a “successful” outcome (though we will measure whether it has met all its goals) whereas the Research Triangle project appears stuck in limbo somewhere between the gaining community support phase and actual planning for a system. We draw on these two cases to inform the debate on whether light rail is a viable (and appropriate) strategy for community development (or redevelopment).

### ***Locational Returns to Human Capital Levels: The Case of Black African and Black Caribbean Immigrants***

Grigoris Argeros (Fordham University)

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Shifts in the country's racial/ethnic demographic landscape during the second half of the twentieth century has generated a new round of research testing contemporary groups' relationship between their human capital levels and locational attainment outcomes. Less attention has been given to the locational attainment outcomes of black immigrants, especially from Africa, whose population greatly increased and diversified during the 1990's. The present study examines place-of-birth residential differences in terms of neighborhood quality among black groups. The results reveal that black immigrants are more likely than native-born black Americans to reside in neighborhoods with higher levels of education and income. However, when controlling for educational and income levels, black immigrants are no more likely to reside in better quality neighborhoods than native-born black Americans. Additionally, native-born black Americans receive higher neighborhood quality returns to their human capital and income levels than black Caribbeans and black Africans. Nonetheless, native-born black Americans still reside in lower quality neighborhoods than black immigrants. Lastly, place of birth differences reveal that black Africans receive less neighborhood quality returns for their human capital and income levels than black Caribbeans and native-born black Americans. The study of black immigrants' locational attainment patterns relative to those of native-born black Americans identifies the degree to which race may or not hinder their prospects for socioeconomic and residential assimilation within mainstream America.

### ***Urban Growth in the City of London, Ontario: Assessing the Role of “Agents of Change” in Directing Urban Growth Patterns***

Godwin Arku (University of Western Ontario), Jason Gilliland (University of Western Ontario), Jordan Kemp (University of Western Ontario)



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The phenomenal expansion of urban areas has been a subject of intense policy and academic debates in recent years. Most urban planners, academics and the general public have expressed concerns about the consequences of low-density development, especially its economic, social, and environmental impacts. Although the literature on urban growth is extensive, few researchers have explored the perspectives of stakeholders (?agents of change?)?local politicians, planners, developers and community interest groups, and their role in directing growth patterns. Using the City of London (Ontario) as a case study, this study has three objectives. First, we critically examine the role and perspectives of different ?agents of change? in urban growth and management in the City. We accomplished this task through in-depth interviews with 20 stakeholders, a thorough content analysis of the urban growth debate contained in the local news media between 1998 and 2008, as well as city planning documents and industry reports. Next, using GIS we conduct detailed and systematic analyses of how and where growth has occurred in the City in recent years, as well as identifying some of the most contentious sites. Finally, we attempt to uncover the major forces that have influenced the directions and patterns of growth, and discuss policies and practices designed to structure urban growth. The paper concludes with a discussion of the future of growth management in the City and other localities within the province of Ontario.

### ***Foreclosures and the Transformation of Neighborhood Housing Markets: The Case of Chicago Lawn***

Philip Ashton (University of Illinois at Chicago), Nancy Hudspeth (University of Illinois at Chicago), Ray Massenburg (University of Illinois at Chicago)

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As the mortgage market crisis has unfolded since early 2007, public discussion and policy debates have focused on the sources and broader implications of the growing wave of mortgage defaults and foreclosures. This paper seeks to add to those analyses by examining the long development of the foreclosure crisis in the Chicago neighborhood of Chicago Lawn. Using parcel-level data on property transfers, mortgage activity and foreclosure filings from 1985 through 2008, this paper situates the current wave of foreclosures as the latest moment in what has been a chronic foreclosure crisis stretching back to the mid-1990s. It does so in four steps. First, it distinguishes the current wave of foreclosures from those preceding, focusing on the different patterns of housing market development and mortgage market change that led to foreclosure rates in excess of 20% at multiple points over the last fifteen years. Second, it develops typologies of ownership experiences to identify the varied paths that owners took into default and ultimately foreclosure. Third, it examines the disposition process to determine what happens to

foreclosed properties and the characteristics of the actors who specialize in distressed properties. Finally, it surveys the situation of current owners to analyze the prospects for



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recovery in the housing market, speculating about the kinds of interventions that will be necessary to prevent further deterioration.

### ***ACORN and the Sub-Prime Crisis***

John Atlas (National Housing Institute/Shelterforce Magazine)

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The banking and finance industry during the 1990s had begun selling a mortgage product to people who didn't qualify for traditional, conventional credit. It was called a subprime loan. Families started defaulting on these mortgages and some rushed to ACORN's offices of the national community organizing group ACORN worried by foreclosure. ACORN organizers came up with an idea to help these folks that would send them on a collision course against one of the nation's most powerful financial institutions, the Household Finance Corporation.

By 2003 ACORN forced the nation's largest high-cost lender to change its practices and won back a half a billion dollars that had been taken from the lower-classes-- one of the largest consumer settlements ever. It was a damaging rebuke to HFC. The settlement provided an average of \$2,000 to borrowers, most of whom would never otherwise have seen any recovery. ACORN didn't get everything it wanted. For example, HFC could charge five points on its mortgages--which is extremely expensive--and include prepayment penalty of six months' interest. But ACORN had scored a huge victory nonetheless, adding up to hundreds of millions of dollars in reduced costs to borrowers every year.

The Household settlement marked the first time all 50 state attorneys general had worked together on the issue of predatory lending. Beyond helping hundreds of victims, ACORN had engaged thousands of people to demand changes in a large corporation's policies, demonstrating that ordinary people can make powerful institutions accountable for their bad behavior. ACORN's leaders thought the reforms forced on HFC would contribute to making certain practices—though still perfectly legal in many states— *less legitimate* for the industry as a whole. They hoped the settlement would become a template for effective action against predatory lenders in the future. Sadly, that would not prove to be the case.

Congress, the Bush administration and the federal regulatory agencies turned a blind eye to the sub-prime predatory lending problem. In the Spring of 2007, as many homeowners stopped paying their mortgages, hundreds of billions in securities backed by these mortgages became worthless and triggered a chain reaction. The lending meltdown rippled through international credit markets. ACORN discovered that the nation's leaders and opinion makers didn't want to pay attention to the dangers these predatory loans presented. No one in power would touch the problem until it was far too late.

### ***Flying to Chicago: The Importance of Connectivity within the Air Traffic Network for a Sustainable Development in Global Competition***



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Mark Azzam (Technische Universität Darmstadt)

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Studies have shown that mobility, embedded in a seamless socio-technical web composed of diverse actors and infrastructures, has led to a new spatial logic. Due to a novel global scale of interconnectedness, a merely local perspective on the given territorial integration is no longer sufficient when examining the importance and development of a city. A new understanding of spatial order derives from a transnational city network, strikingly demonstrated by a modern division of labor and increasing material flows. Mobility by means of air traffic (AT) features prominently in this new structure since no other traffic mode allows for humans and commodities to be conveyed over great distances at such great speed. Politics, economy and cultural exchange as known today are unconceivable without air transportation and cross-continental collaboration or trading would occur on a different scale. Hence, analyzing the connectedness of a city within the national and global air traffic network gives information on its competitiveness and cultural as well as economical value, especially for great agglomerations. While databases covering the supply side of air traffic are adequate to analyze general conditions for metropolitan competitiveness, the relevancy of a metropolis within a city network requires data that account for the demand side. This paper focuses on investigating the development of the air traffic node Chicago over the past twenty years from a supply-side perspective by analyzing the OAG flight schedules database of the years 1988 to 2007. It presents Chicago's key airlines which are responsible for growth and decrease and compares the traffic figures of national and international destinations. Finally, the development of the traffic node Chicago is compared to a selection of competing nodes in the USA. Urban networks cannot be explored as secluded spaces; a rather integrated perspective is needed linking local and global infrastructure for a sustainable city development.

### ***CommuterLINK Revisited: Impacts of Employment Shifts and Policy Change on the Transportation Needs of Low Income Workers***

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The success of policies intended to move recipients of public assistance into employment and economic self sufficiency depends critically on the presence of such complementary support services as child care and transportation. Our analysis of data on residential, child care, and employment locations of welfare to work clients in a medium-sized metropolitan area (Toledo, Ohio) demonstrates the inadequacy of the area's public transit system in connecting central city residents with primarily suburban jobs was less a result of employment *locations* than of the limited hours of bus service: more than two-thirds of employees working second or third shifts, or weekends were unable to travel to and from work by bus. For those are able to use public transit, it is significantly less efficient, taking four to seven times longer than travel by private automobile per mile traveled.



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CommuterLINK, a program of the Toledo Metropolitan Area Council of Governments (TMACOG), a 501 c-3 non-profit organization, operates as a transportation brokerage system, offering roundtrip transportation to training sites, daycare facilities, education facilities, and work locations; clients meeting additional criteria can apply for TMACOG's Car Buy program which provides assistance in purchasing low cost used cars. Our previous analysis of these programs found the Car Buy program to be more cost-effective in meeting the transportation needs of low income workers. This paper will compare current program data with our earlier analysis, to assess the effects of ongoing job loss in the central city and recent changes in the welfare department's eligibility criteria for the program. We expect that these will result in fewer people being served and a greater need for cars.

### ***Exploring the Dimensions of Foreclosure in the Context of Neighborhood Housing Markets.***

Michael Barndt (University of Wisconsin-Milwaukee), Todd Clausen (Nonprofit Center Milwaukee)

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Most headlines and research into the foreclosure crisis is limited to examining foreclosure files to take snapshots of this event. But there are many dimensions to this crisis. Foreclosure is one event in the history of a property. Events before and after are important. Patterns of ownership - the role of banks, speculators and owner occupants can be identified from sales transactions and ownership files for periods before and after a foreclosure. The relative strength of local housing markets can be associated with the likelihood that foreclosures can be averted. Sales and assessment records are used to track markets. Code violations and tax delinquencies help to monitor the stability of properties affected by these processes. Spatial statistical techniques permit viewing neighborhood effects. Examination of HMDA (Home Mortgage Disclosure Act files), home counseling and circuit court files offer a perspective on mortgage interest rates and financial pressure on home owners. The increasing prevalence of high interest loans has a substantial economic effect on some neighborhoods. HMDA and Census records also help to establish the substantial racial patterns in these activities. This paper will summarize the data systems and methodologies used by the Nonprofit Center of Milwaukee Data Center program to study the effects of foreclosure within neighborhood housing markets in Milwaukee, Wisconsin. The focus of the presentation will be the methods and opportunities that derive from creative use of the variety of local files available to an urban data clearinghouse. The paper will also identify comprehensive research and program support activities by other National Neighborhood Indicators Partnership cities.

### ***Workforce Attachment of Public Housing Residents: Implicated from a Forced Relocation Program***

Edith J. Barrett (The University of Texas at Arlington)



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Since the Supreme Court ruling in *Hills v. Gautreaux* (1976) and the resultant consent decree from the U.S. District court in *Gautreaux v. Landrieu* (1981) ordering the Chicago Housing Authority to desegregate its public housing developments, model public housing in the United States has changed from concentrated developments into integrated, scattered-site housing. The *Gautreaux* case, although directly relevant only to the Chicago Housing Authority, led the U.S. Department of Housing and Urban Development (HUD) to develop similar programs to deconcentrate poverty, most notably the Moving to Opportunity program for relocating residents into suburban areas and the HOPE VI grants for dismantling decaying developments. These newer programs were driven by a belief in the “geography of opportunity,”<sup>1</sup> that is, the notion that the opportunity for self-sufficiency differs depending on the neighborhood. Established middle-class neighborhoods tend to offer residents more chances for work, education, and connection than deteriorating inner-city neighborhoods. Relocating public housing residents into better neighborhoods – the theory contends – will improve their and their children’s life chances. One of the primary goals of moving low-income residents out of public housing developments and into mixed-income neighborhoods is to increase their level of employment. Researchers followed the residents of a public housing development from the first year when residents learned of the pending demolition through four years of resettlement. Residents dispersed throughout the city, many to newly build or newly purchased mixed-income developments owned or leased by the local housing authority. Every year for five years, residents were asked to complete a survey, some were asked to participate in focus groups, and every other year, residents were interviewed one-on-one. The five years of data can provide insights into the lives of individuals and families forced to move and can highlight relationships between quality of life and destination neighborhood. This paper will focus specifically on the employment experiences of able-bodied residents as well as changes in their attitudes toward work in general. Attention will be drawn to similarities and differences between those who moved into mixed-income neighborhoods and those who chose to live in neighborhoods with higher concentrations of poverty and unemployment. <sup>1</sup> Galster, George C., and Killen, Sean P. (1995). “The geography of metropolitan opportunity: A reconnaissance and conceptual framework.” *Housing Policy Debate*, 6(1), 7-43.

### ***The Criminogenic Nature of the Subprime Securities Market***

David W. Bartelt (Temple University)

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The term criminogenic describes an industry that is structured in such a way that illegal opportunities for financial rewards are accompanied by ineffective regulatory oversight. The secondary market for subprime mortgage loans that developed since 2000 provided an opportunity for fraudulent loans to be generated and secured by financial instruments that created tenuous links between individual loans and these securities, leaving the pools of



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mortgage payment streams simultaneously vulnerable to both prepayments and rapid house price deflation. The run-up of housing prices generated ample opportunities for Ponzi-like schemes that paid out early investors with the proceeds from later investors and reinvestors. This paper explores the range of mortgage loan values and the locations of concentrated subprime lending in the Philadelphia region. These loans were in markets across the range of housing values, and were much broader in their impact than the often portrayed marginal income communities. The paper concludes with an assessment of those communities that are at greatest risk of being closed out of access to mortgage credit in the immediate aftermath of the restructuring of mortgage finance industry.

### ***Planning Metropolitan Atlanta? The Atlanta Regional Commission, 1971-1989***

Carlton W. Basmajian (Iowa State University)

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Regional planning agencies in the United States frequently are characterized as weak and disorganized. The Atlanta Regional Commission (ARC), the planning agency for Metropolitan Atlanta, has been identified as a prime example of this problem. The region's sprawling development pattern is cited as concrete evidence of the absence of a coherent regional agenda. As a result of this common characterization, regional planning agencies like ARC have received comparatively little scholarly attention for their part in the expansion of federal and state control over land development during the second half of the 20th century. Yet by the early 1970s, these agencies had begun to assume a quiet but significant role in shaping the metropolitan landscape, even if many of their activities were hidden from public view. To explore this important but less visible side of regional planning, I ask three questions about the work of Atlanta's regional agency. First, when and through what channels did ARC coordinate planning and development activity? Second, how did ARC's regional vision support metropolitan decentralization? Third, what role did ARC play in the expansion of federal and state power over local development decisions? To answer these questions, we must turn our attention away from strict mechanical indicators and toward more subtle issues of procedure. Drawing from an archive of primary sources documenting ARC's existence, I examine the Commission's guiding role in several historical planning events: a 1975 regional development plan; a 1980 regional watershed management process; and a 1989 state law that mandated local comprehensive planning. Focusing specifically on the work and responsibilities of the Commission reveals how organizational capacity, state and federal support, and a regionalist legacy influenced which issues would receive attention, how responses to those issues would be crafted, and the character of the development that would result. Examining the work of a single agency over time permits a detailed view of how the regional planning process unfolds and the role that regional planning organizations like ARC have played in building a sprawling nation.



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### ***Sustaining Affordable Housing in the Face of Foreclosures: A Strategy for Maintaining Stable Urban Neighborhoods***

Victoria Basolo (University of California, Irvine), Victor Becerra (University of California, Irvine), Arlene Granadosin (University of California, Irvine), Mike Powe (University of California, Irvine), Eric Altman (Orange County Communities Organized for Responsible Development), Scott Darrell (Kennedy Commission), Leslie Davis (City of San Clemente), Scott Kutner (City of Santa Ana), Ken Mutter (Neighborhood Housing Services of Orange County)

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Affordable and sustainable housing is a critical need in urbanized areas throughout the United States. Community development practice recognizes this need and seeks to produce affordable housing ownership and rental opportunities, while, at the same time, stabilizing and investing in urban neighborhoods. Public policy can support the efforts of community development organizations by creating programs to assist them in their goals. This paper proposes a new, innovative strategy, the "Affordable Housing Preservation Tax Credit," to support the creation and preservation of affordable housing and the stabilization of urban neighborhoods by transforming home mortgage foreclosure from a negative to positive outcome for neighborhoods. In doing so, the paper presents a rationale that links the proposed strategy to theories of political economy and neighborhood change and demonstrates the relationship between theory, community development practice, housing, and neighborhood stability.

### ***Rebuilding New Orleans' Rental Housing: An Economic Psychology Perspective***

Lisa K. Bates (University of Illinois Urbana-Champaign)

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Comerio (1997, 171) reports that in the typical post-disaster housing market, only half of affordable rental units are ultimately repaired to habitable standards. The Louisiana Recovery Authority's Road Home Program for Small Rental Owners attempts to overcome typical financial obstacles to rebuilding affordable rental housing by allocating funds for owners of 1 to 4 rental units. These funds include both forgivable debt financing and grants that require that the owner maintain affordable rent levels for ten years. However, the financing may not be enough to create incentives to rebuild this sector of the housing market. Property owners' decision-making involves a complex financial calculation considering repair costs, Road Home funds, other financing needs, and potential rental income, accounting for uncertainty about renter population return and the risk of future disaster events. Since many of the small rental owners are also New Orleans residents, their decisions about investing in rental properties are also related to the decision to rebuild their own homes, which are based not only on financial considerations but also on social ties, employment opportunities, and perceptions of risk. Literature suggests that rebuilding rental housing is exclusively a financial and economically rational decision. This paper considers the decision to rebuild rental housing based on the economic psychology theory of bounded rationality. I report findings from open-ended interviews



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with owners of rental housing about whether they attempted to forecast financial returns on the housing investment, how accurately they perceived market forces, and how physical risk and uncertainty about the future of the city weighed in their calculations. Owners also speak to how social, family, and other economic considerations affected their decision. The results point to potential improvements in policies to support rebuilding affordable rental housing in disaster-impacted cities.

### ***What You Don't See: The Racialization of News***

Deidre Beadle (University of Delaware)

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The racialization of media content has been studied extensively over time. Generally, the focus of that inquiry has been the overt manifestations of that racialization. Examples of these manifestations include such presentations as the Muslim terrorist, the dangerous black criminal, or the poor, black, lazy welfare mother. These racialized images are quite evident. But are there aspects of news content that are racialized yet not seen? That is, are there latent forms of racialized media content that are not clearly evident? If so, what are they? Can the racialization paradigm help us exam what is not offered for consumption or critical review in the media? How do you define and examine what is *not* seen?

### ***Uncertain and Changing Interests in Growth Policy: An Examination of Eminent Domain Practice in Philadelphia Neighborhoods, 1992-2007***

Debbie Becher (Brookings Institution)

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Governments of post-industrial cities struggle over how to induce economic growth or manage graceful decline. The U.S. Supreme Court decision in *Kelo v. City of New London, Connecticut* (2005) sanctioning the city's taking of homes for economic development sparked a national backlash against city government power. Post-Kelo debates failed to explore the complex dilemmas faced by governments and residents of stressed cities. Property rights advocates portrayed urban residents as victims and saints and government workers as villains.

Government advocates did the opposite. This paper examines everyday government decisions to use eminent domain for urban redevelopment and resident reactions to those decisions. It presents the first comprehensive study of a city's use of eminent domain for private redevelopment with analysis of the scope and variety of Philadelphia practice from 1992 to 2007. It distinguishes what kinds of properties and development projects are pursued and win political support. The taking of abandoned properties in devastated neighborhoods for affordable housing development is routine. These actions are perceived as contributing to the common good and hardly threatening to resident rights. By contrast, the taking of properties in neighborhoods with low vacancy rates and high market values is rarely considered. The taking



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of occupied and high value properties in low market value areas for market-rate development is likely to be considered but also disputed. Stakeholders who quarrel about these cases with ambiguous legitimacy are much more flexible and unsure about what government can and should do than writing about urban redevelopment and growth suggests. In these cases, the potential costs and benefits of government action are unclear. They are difficult to determine and highly contested. This analysis demonstrates that conflict over how urban governments should support growth or manage decline arises not only from competing but also from uncertain and changing interests.

### ***Community cohesion and conflict: Urban planners and minority communities***

Yasminah Beebeejaun (University of Manchester)

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Plan-making is a central element of the British planning system and a statutory document. Yet there is limited public engagement in the process. The UK Government has placed increasing importance on urban planning with a key opportunity in the new planning system being the increased emphasis on involving a wider range of the population. These groups include ethnic and racial minorities, older and younger people and low-income groups. The absence of ethnic and racial groups from planning has been attributed to a number of factors including discrimination, lack of cultural understanding, and a poor understanding on the differential impacts planning has on different groups (CRE/ RPTI, 1993, Krishnarayan & Thomas, 1994, Thomas, 2000). More recently there have been lengthy discussions about a perceived lack of community cohesion between white British and ethnic minority British citizens. Despite a limited track record urban planning is charged with bringing together a local community vision for development and implementing this. It would appear critical to understand the needs and aspirations of diverse communities if the policy aims of community cohesion are to be met (Sandercock, 2003; Reeves, 2005; Wood & Landry, 2008). This paper draws on empirical work examining how Chinese minorities are engaged with urban planning in the UK. Despite the low numbers of British Chinese in the UK, urban planning has been working strenuously to develop and promote Chinatowns. What do such planning processes teach us about how planners engage with ethnic difference? Are Chinatowns part of a cohesive Britain? The paper suggests that there is a need to further understand how planners and community members represent themselves and are created through the plan-making process.

### ***Homeownership Experiences among Emerging Markets***

Sarah Belleful (University of Minnesota), Marilyn J. Bruin (University of Minnesota), Becky L. Yust (University of Minnesota), Bernice Dodor (University of Minnesota)

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The Emerging Markets Homeownership Initiative (EMHI) is a collaborative effort to increase homeownership among households of color in Minnesota. Eight pilot programs were selected by the EMHI board because of their focus on increasing homeownership through training, guidance, support, and connections with business and service providers. For this qualitative research project, staff from five of the pilot programs were interviewed. The pilot programs include an urban based non-profit that builds infill housing and sells the homes to their residents through contract-for-deed; an urban land trust; a faith-based group focusing on homebuyer education; an out-state economic development authority; and an out-state team of bankers, extension educators, and city staff focused on pre-purchase education.

The research also documents the personal stories of 21 households as they worked toward achieving homeownership with the help and support they received from EMHI pilot programs. It documents their struggles with financial instability, the complexity of the home buying process, and the increased responsibility that comes with homeownership. Also presented are the joys that result from homeownership including increased motivation, equity, security, and family well-being. Significant findings include the importance of homebuyer training to prepare households for homeownership and the need for client follow-up after households had purchased and were living in their homes.

### ***Back to the Future: New Urbanism and the Return of Traditionalism within Urban and Suburban Environments***

Karl W. Besel (Indiana University Kokomo), Hervil Cherubin (University of Arkansas)

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New Urbanism communities began to appear in places such as Washington D.C. and Florida in the 1960s and 1970s as an alternative to urban sprawl. What began as an East Coast fringe movement has evolved into a best practice strategy for many urban planners for building new communities, and revitalizing older neighborhoods. 21st Century new urban communities, in tandem with historical preservation districts, emphasize high density development, ample green spaces, and a retail district accessible to walkers and bikers. Newer communities have also incorporated the use of traditional architecture styles, emulating pre-automotive villages and towns within Europe and the United States. In essence, new urbanism is perceived as an effective vehicle for facing many of the most compelling challenges to city and suburban life in the current century. These challenges include controlling urban sprawl, and enhancing levels of civic engagement. This study will utilize a comparative case study approach in the examination of how sustainable new urbanism communities have been within the Indianapolis and Louisville areas when compared to their low density suburban counterparts. Comparisons will also be made between new urbanism communities and historical preservation districts within these cities. Implications for this study include how city officials, planners, and developers can enhance levels of neighborhood sustainability in light of the current real estate crisis, and demographic changes.



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### ***Local Models of Public Participation in Canada and France***

Laurence Bherer (University of Montréal)

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For almost thirty years, in many public policy sectors it has become central to refer to citizen participation. The multiplication of innovative participatory arrangements, such as public hearings, neighbourhood councils, citizen juries, consensus conferences, *ad hoc* or permanent consultative commissions, participatory budget, deliberative polls, and so on, seems to be symptomatic of a paradigmatic shift in the way to legitimize public decision-making. Public participation is a concern at every political level but local government is indeed particularly marked by the current participatory movement. For example, the most well-known participatory arrangements of the nineties, the participatory budget of Porto Alegre, was first organized locally. This local participatory movement is not incongruous. The institutionalization of participation fits into the schema of *an idealization of local democracy*, that is to say it fits into a normative discourse about the democratic virtue of local government. We will see in this paper that the romantic view of local democracy is used to justify implicitly or explicitly implementation of participatory processes at local level. However, I will demonstrate that the practice of public participation on local basis varies according the hegemonic conception of the local government in the national politic. A comparative analysis of local participatory processes in Canada and in France will show the diversity of public participation models.

### ***Does Getting the Olympics Pay Off?***

Stephen B. Billings (University of North Carolina at Charlotte), Scott J. Holladay (Univeristy of Colorado)

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Every four years, countries and cities vie for the biggest sporting event in the world, the Olympics. The summer Olympics provide 100,000s of visitors and spending in upwards of 10 billion dollars. This large influx of tourism dollars only gives part of the overall long-term impacts of preparing and hosting the Olympic games. The investment in infrastructure and international exposure is a crucial element for cities that host Olympic games. A natural question is, does this large amount of infrastructure investment and international exposure help a city's long-term growth? In order to control for the self-selection of cities that host Olympic games, this paper uses a regression discontinuity approach of comparing long term population trends between 1950 and 2006 for Olympic host cities and cities that bid for Olympic games, but were not selected by the International Olympic Committee. Results provide a measure of the long-term impacts of hosting an Olympics, which has implications for a common local economic development strategy of using public monies to attract large sporting events.



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### ***The Role of Nonprofits in Affordable Housing Recovery on the Mississippi Gulf Coast Post-Katrina***

Joan F. Blanton (Jackson State University)

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Affordable housing on The Gulf Coast of Mississippi was a pressing issue even before the onslaught of Hurricane Katrina in 2005. Pre-Katrina, 40% of renters were either paying over one-third of their income in rent or were living in substandard units. In total, Hurricane Katrina destroyed over 70,000 housing units and damaged another 160,000. Eighty percent (80%) of the multi-unit rental structures were among those destroyed. Nonprofit organizations and corporations have been intensely involved in housing recovery on the Gulf Coast from just days after the storm. This paper addresses the issues surrounding affordable housing recovery on the Gulf Coast, the role of nonprofits in affordable housing issues arising from Katrina and the extent to which nonprofits have been able to create affordable housing units.

### ***Economic Development, Civic Capacity and Institutions of Governance***

Daniel E. Bliss (University of Illinois at Chicago)

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Globalization and deregulation have bred a pervasive conventional wisdom in both the social science and economic development literature that local places lay prostrate before capital and tailor policies on job creation and community amenities to a perceived need to import capital from outside (Harvey 1989, Sassen 1991-2001, Peterson 1981/1995, see also Jones & Bachelor 1993). Nonetheless, examples of economic and community development that defy this conventional wisdom are also increasingly common (see for example Reese 2006), yet broad, multi-case studies of these examples are rare in part due to the difficulty of operationalizing and measuring causal factors behind development choices. This paper argues that civic capacity provides a useful means of measuring the likelihood that local communities will tend to follow local development preferences rather than focusing on 'importing' capital. In doing this, I blend two strains of literature. One is the growing literature on civic capacity, featuring definitions ranging from leaders coming together 'to act around matters of community-wide import' (Stone 2001) to various formulations that either explicitly require institutions or reject that requirement. The other stems from Mancur Olson's classic work on collective-action problems, and suggests that free riders weaken or doom poorly institutionalized community and economic development efforts. Through this I argue, with the support of empirical examples, that shared institutions of governance, intra-governmental, inter-governmental and non-governmental, represent the dominant components of civic capacity in terms of predicting the likelihood of success in private sector economic and community development. Furthermore, I argue that these institutions also foster the shared community vision that many (for example Pagano & Bowman 1995) have identified as driving economic development. This particularly applies when these institutions are



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geographically contiguous with the economic community or region they serve, as opposed to covering only a particular component of it.

### ***Are the High Fliers Pricing Themselves Out of the Market: The Determinants of Population and Employment Growth in U.S. Metropolitan Areas***

Barry Bluestone (Northeastern University), Mary H. Stevenson (University of Massachusetts Boston), Russell Williams (Wheaton College)

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What factors affect net domestic migration across metropolitan areas? Employment opportunity is one major factor; climate another. Do differentials in the cost of living affect migration patterns, as well? Do these differentials simply reflect differences in household income and amenities? In a general equilibrium model, the amenities neutral real cost of living should equalize across regions. In this case, migration itself can be a factor in equalizing the cost of living as workers migrate to low cost of living areas, in the process bidding up, at least temporarily, home prices and other forms of living costs. This would move relative real costs of living in the direction of greater equality. However, barriers to migration may prevent a rapid market adjustment. Households might remain in a declining area because of family roots; zoning restrictions might limit new construction in attractive areas. Previous research on net domestic migration has generally relied on "gravity models" to describe the negative effect of distance and the positive effect of city size and economic vibrancy. Survey data indicate that higher income groups are more likely than those with lower income to move; the likelihood of moving declines with age, until retirement age. In examining cost of living differences between the nine U.S. Census regions, researchers have found that destination house prices in regions that have high price levels and high rates of appreciation are a deterrent to in-migration and a spur to out-migration. We use a more refined measure of cost-of-living differences and a finer-grained geographic unit of analysis (metropolitan areas rather than regions) than previous work to explore whether high cost-of-living metropolitan areas are repelling the highly educated workers that they need for their continued success. Does the adage "place matters" now have to be changed to "place matters and so does price"?

### ***Regenerating Poor Areas in Paris: An International Comparison***

Sophie Body-Gendrot (Université Sorbonne-Paris IV), Mehdi Allal (Université Sorbonne-Paris IV)

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The research on two Paris neighborhoods entails several levels of comparison. First, within Paris intra-muros, it examines two large territories categorized by the national state as priority zones for social prevention programs and for large urban renewal schemes. One is located on the Northern fringe of Paris and includes the flea market, and the other is on the Southern fringe



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near Chinatown. With V. Levan and M. Allal, I led over thirty interviews with political decision makers, administrators, public housing managers, police chiefs, organizations, residents, etc. With documents gathered at the neighborhood, city, and state levels, we aim at grasping through which public mechanisms the conditions of these neighbourhoods can (or cannot) be improved and if so, why and how. This research taking place within a wider comparative framework controlled by strict paradigms and an analytical grid, we mobilize theories of plural decision-making and of urban governance in order to support the idea that Authorities in charge of housing, education, and police, cting as "quasi-public" institutions, exert their power with little democratic oversight. Initiatives in terms of participatory democracy appear weak by comparison with such bureaucratic 'monopolies'.

Issues relative to security in public space fluctuate according to sociological changes. Most often, they are in the hands of experts, and the co-production of security with citizens is 3 unusual. The governance of security is less the product of new forms of cooperation than that of new technocrats. We will focus on significant examples of the diversity of public and private measures designed to improve social integration and public security in light of these two singular Parisian cases, and we will analyze their modes of implementation. The assets and liabilities of the comparative framework will be examined at this stage.

### ***A New Poverty and Urban Agenda: Lessons from Welfare Reform***

Marcia Bok (University of Connecticut)

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Since 1935, when social security was enacted, poor families have been eligible to receive cash assistance from the government – commonly known as welfare. But despite many amendments and changes to the legislation, welfare has continually been disdained by conservative writers and the legislation has generally lacked public support. The legislation has usually been punitive and, despite its many changes, it has never been a poverty-reducing strategy. In fact, since welfare reform in 1996, the poor have been more invisible than ever before.

Given the transformative nature of the presidential election and the economic crisis facing the U.S., in this paper it is suggested that it is time to move forward with a new urban and poverty agenda. This new agenda is inclusive – it moves poor people out of the shadows and into the mainstream; it is egalitarian and strives for greater equality in gender/race/ ethnicity and class in the society; and it sets goals for economic development in an urban and regional context that are responsive to demographic change.

We are not suggesting that safety net programs will not be needed, but rather that these services will be integrated into programs and resources that are available to all residents in the society; and that social movements will play a defining role in setting the poverty and urban agenda.



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### ***Citizen Participation Matters to Sustaining a City in Tennessee***

Madlyn M. Bonimy (Tennessee State University)

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Citizens and what they think (their ideas, opinions, beliefs, tastes and dislikes) have mattered for many years in America's cities. In fact, citizens have participated, especially since the 19<sup>th</sup> century, in helping to produce strong cities in America by constructing and maintaining their community. In the neighborhood and in neighborhood schools, citizens met and participated in local affairs: they discussed the issues of the day; they coordinated social delivery and they trained neighborhood workers (Follett 1918; Kotler, 1960; Barber, 1984, 1998; Box, 1998).

In contemporary times, citizens are now involved in questions concerning, for example, how municipal revenues will be spent; they decide how block grant revenues will be used; they participate in decisions regarding water quality, the control of hazardous waste, land-use planning, nuclear power, building better state parks and environmental issues in their own community.

This paper discusses how citizen participation matters to sustaining a city in Tennessee, especially as far as the environment is concerned. Citizens in the city of Pigeon Forge, Tennessee, take leadership in the problem solving process regarding their urban environment by providing solutions that they believe would alleviate environmental damage in their city.

Using a survey administered to citizens and residents in the city of Pigeon Forge, Tennessee, the paper discusses how residents and citizens participate in community decision making concerning the environment in their city. The paper explores the role that citizen participation plays in sustaining environmentally the city of Pigeon Forge, Tennessee.

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### ***Planning the Shrinking City: Are Alliances Appropriate Agents for Change?***

Lynette K. Boswell (University of Maryland)



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Since the 1970s, many post-industrial, Rustbelt cities in the Northeast and Midwest have experienced urban shrinkage as major industries left their city boundaries, leading to significant population out-migration. Fewer resources left many cities' planners, ill-equipped to handle the problems of a shrinking city. Some planning departments dissolved, while others lost their legitimacy among government officials; taking the back seat to Advocacy and non-profit neighborhood groups. Formed Alliances and coalitions, have extensive histories of involvement in strategies to forestall impending decline in cities and neighborhoods. Today, they continue to collaborate on green infrastructure strategies, participate in waterfront redevelopment and engage in neighborhood planning.

With so much involvement in positive change, are Alliances appropriate groups, equipped to equitably address the voices of the shrinking city? This paper will review the historical planning efforts of advocacy groups in Rustbelt cities and focus on Flint, Michigan, a quintessential shrinking city devoid of its city's planning Department. Observing the Flint River Corridor Alliance diverse quasi-public, private, and non-profit stakeholders, this paper will question if alliances with vested interests can serve as unbiased leaders to guide community revitalization strategies. Applying a systematic framework, this paper will also address urban theories, issues of power, and equitable planning among advocacy groups, like the Flint River Corridor Alliance. Can a group of self-interested stakeholders, absent of an active city-planning department, re-imagine a sustainable, shrinking city for the benefit of all?

### ***Reconstructing the Story of Predatory Lending and Mortgage Foreclosures in Bedford-Stuyvesant, Brooklyn***

Hilary Botein (Baruch College, CUNY)

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This paper considers the impact of predatory and subprime lending at the micro-community level. The foreclosure crisis is destabilizing communities whose residents have worked for decades not only to build equity in their homes, but also to improve schools, expand houses of worship, support local businesses, and develop community groups. The crisis has been particularly devastating to senior citizens, who were targeted by subprime lenders because of the substantial equity that they had accumulated, particularly in gentrifying areas. The paper looks in great detail at the past forty years of real estate transactions in two blocks in Bedford-Stuyvesant, Brooklyn, which in many ways is the eye of the storm of the foreclosure crisis in New York City. It uses New York City's Automated City Register Information System (ACRIS) to obtain records for all properties in the study area, beginning in 1966, supplemented by other resources as necessary, to construct a real estate history for each property, including transfers in ownership, mortgages and refinancings, liens, and foreclosures. These findings are supplemented by interviews with residents. This research illustrates how predatory loans and



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ensuing foreclosures have stripped equity from previously stable neighborhoods, undoing decades of community-building.

### ***The Re-Design of New York’s Washington Square Park: An Urban Planning Narrative or Nightmare?***

Anna Maria Bounds (Queens College, CUNY)

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The purpose of this case study is to examine the re-design plan of Washington Square Park to assess how the new design may affect use of the park and to understand neighborhood resistance to the plan. Established in the early 1800’s, Washington Square Park is a nearly ten acre New York City public park. Located in Greenwich Village, the park is a popular community space for informal gatherings and cultural events. While New York’s Parks Department officials view their plan as an effort to improve the function of the park, many residents and advocacy groups interpret the re-design as destructive to how the park serves as public space. Now in its second phase of implementation, the re-design plan is extensive. It ranges from the recently-completed relocation of the park’s large fountain by twenty-feet to align it with the Washington Memorial Arch to the construction of a small stage to the expansion of a dog run. Embedded in the debate over the park’s re-design and future use are lessons about the tension between imposing traditional planning models on a space that is valued for its disorder. Through archival research, in-depth interviewing, and field research, this study will analyze the agenda-setting and implementation stages of this plan to determine its potential effect on the park’s role in neighborhood culture and to provide insight for future park design.

### ***The Role of Social Ties and Space in the Neighborhood Experiences of Adults and Youths in the Gautreaux Two Residential Mobility Program***

Melody L. Boyd (Temple University)

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This research focuses on the relationship between social ties and space, and the ways that race, class, and gender intersect to shape access to opportunity and in turn influence families’ neighborhood experiences. This paper assesses the different ways that social ties influence families’ neighborhood experiences by focusing on the types of neighborhoods families moved to as a result of the Gautreaux Two housing mobility program, which was implemented in Chicago in 2002. The program gave low-income residents of Chicago public housing a voucher with a set of special requirements: they could only be used for units in census tracts with no more than 23.49 percent of residents living in poverty and no more than 30 percent African American residents. Such neighborhoods were designated “opportunity areas.” After residing in these opportunity areas for one year, the families could either remain in their units or use their vouchers to move to any neighborhood they wanted, without the poverty and race restrictions.



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This paper uses in-depth qualitative interview data that was collected by Northwestern University's Institute for Policy Research (IPR) between 2002 and 2005 with a randomly chosen sample of adults and youth in 91 of the participant families. Using these data, the paper examines the experiences of both the adults and youths in decisions about moving out of public housing and the early stages of their transitions to new neighborhoods. Key findings include the influence of strong social networks on decisions about where to live, the barriers the adults faced in creating new social ties in the opportunity areas, the difficulty youths had in adjusting to new schools and neighborhoods, the lack of accessible public transportation in opportunity areas limiting maintenance of social ties, and the need for further program assistance to build and maintain strong social networks beyond the initial placement.

### ***Community Impact of Aging in Place***

Robin M. Boyle (Wayne State University), Marlynne Powell (Wayne State University)

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The nation faces a population tsunami. According to the American Association of Homes and Services for the Aging, by 2030 (the year that all the baby-boomers will be 65 and older), the number of Americans aged 65 will double to 71.5 million. Recent data provided by the Brookings Institution reports that while 25 to 30 percent of people in their twenties move each year to a new residence, only 4 to 5 percent of older American are changing residence. This statistic challenges the conventional wisdom that the elderly, especially those exiting the workforce, are choosing to move to new locations for their retirement. The media construction of the elderly all shifting to "Active Senior Communities" in Florida or Arizona is real but clearly exaggerated. Instead, the elderly chose to "age in place". The implications of the aging of America—for the nation, for the economy, and for communities across the country—are stark and troubling. This presentation will review the extent to which local units of government are prepared for the population tsunami and examine the local economic development implications (negative and positive) of "aging in place".

### ***Democratic Narratives and Spatial Claims: Planning in Post-Katrina New Orleans***

Anna Livia B. Brand (Massachusetts Institute of Technology)

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Planners value democratic planning as a core value. Citizen participation is considered necessary for planning projects to reflect the ideas of the community. Despite these laudable goals, democratic practices continue to be weak. Residents are often allotted only a few minutes to voice their concerns in front of an apathetic planning body. They are often excluded in deliberations concerning the types of development that will be promoted in their community and are invited to share their views only after these decisions have been made. Furthermore, democratic planning often leaves aside the spatial and social dimensions of cities, how ties to



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place and history are active within citizens? narratives and ideas about the future. Differences in power, consideration of the scale and time at which participation takes place, and competing ideas about development are often ignored in a framework of democratic planning by majority rule. Drawing on qualitative research from the past two years, including interviews with neighborhood organizers and civic engagement activists as well as observations at planning meetings, this paper interrogates the scale at which democratic planning takes place and questions our practices of inclusion and democracy in planning. Using the lens of New Orleans and the unprecedented citizen participation and activism that has ensued since Katrina, this paper analyzes residents' spatial and historical narratives and claims in the context of top-down versus bottom-up and process versus outcome based planning. Narratives about democratic planning are considered from the scale of the city planning commission to the scale of the neighborhood. Initiatives to institutionalize citizen participation and to give the master plan the force of law are analyzed alongside civic engagement and neighborhood level activism. Ultimately, this paper argues that an emphasis on process often ignores inequitable outcomes; it questions whether our current practices are adequate for deepening democracy.

### ***Territory and Citizenship : Territoriality and Identity Issues***

Sandra Breux (Institut d'urbanisme)

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Process of urban mergers and political rescaling tend to question the foundations of the urban political community : new territories have been created. In this context, what are the territories now significant for individuals ? What is the political meaning associated to these new and former territories ? What is the influence of these new and former territories on the political and individual involvement at the urban scale ? The objective of our paper is to respond to this question, with the results of a research based on interviews with citizens in Montreal and Quebec cities.

### ***If They Build It, Will They Come? An Evaluation of the Effects of the Redevelopment of Inner-City School Grounds on the Physical Activity of Children***

Lois Brink (University of Colorado at Denver)

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Minority and low socioeconomic status children are at greater risk for low levels of physical activity and high obesity rates. Designing safe outdoor play environments that support children's physical activity provides a potential mechanism for counteracting childhood obesity. This study examines how the redevelopment of inner-city school playgrounds into Learning Landscapes influences children's physical activity levels, and how neighborhood social processes may influence the success of these playgrounds. The study compares 3 playgrounds that have been redeveloped, 3 that will be redeveloped during the study and 3 that will not be redeveloped



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during the study timeline to test whether the playground redevelopment leads to an increase in children's physical activity and what aspects of playground design most impact children's physical activity. Children's physical activity is assessed using a direct observation method (SOPLAY). A survey of residents of the neighborhood assesses the role of neighborhood social processes on children's physical activity, and how policies and educational and behavioral programs can encourage children to use the opportunities available in the newly built environment. Data suggests that Learning Landscapes positively influence children's physical activity levels. Children at the 6 renovated Learning Landscape playgrounds were significantly less sedentary than children at the three control sites, with boys significantly less likely than girls to be sedentary at the Learning Landscape playgrounds. A significantly greater percentage of boys (50%) were very active at the most recently built Learning Landscapes, compared with the earlier built Learning Landscapes (44%) and the control sites (39%). Data also suggests that school yard design seems to influence children's physical activity levels. Boys and girls were significantly more active in the Learning Landscape play equipment areas, compared with the play equipment areas in the old playgrounds. The percent of boys engaged in very active physical activity on the basketball courts doubled in the Learning Landscapes (52%), compared to old playgrounds (26%). In contrast, girls (70%) were significantly more likely than boys (59%) to be very active on the swings, but this difference was not affected by the playground renovations.

### ***Amigos y Barrios: Spatial Assimilation and Anglo-Latino Friendship in Houston***

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Spatial assimilation theory posits a strong association between residential segregation and social distance. Like human ecology, however, spatial assimilation theory is agnostic about whether there is a causal relationship between physical and social distance. This paper explores the causal implications of spatial assimilation theory by examining whether residential integration--and the consequent residential proximity--between Anglos and Latinos fosters close Anglo-Latino ties. The analysis makes use of a unique dataset that provides two alternative measures of close interethnic friendship, thereby permitting an explicit assessment of the impact of social desirability bias on the observed relationship between spatial assimilation and close interethnic ties. Two key findings emerge. While spatially assimilated Latinos are significantly more likely to have close Anglo friends, this association is fully explained by socioeconomic variables that shape both residential attainment and interethnic friendship. Conversely, the relationship between residential integration and interethnic ties is weaker among Anglo respondents. Moreover, models that take selection bias into account suggest that, net of unmeasured factors like preferences for residential integration, Anglos living in neighborhoods that provide high levels of exposure to Latinos are actually less likely to have close Latino friends. This latter finding is consistent with group position theory, which posits that, as the dominant ethnoracial group in American society, Anglos will often perceive residential



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integration as an affront to their privileged position in the residential stratification system of U.S. metropolitan areas.

### ***Regime Change and Day-to-Day Organizing***

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With the possibility of regime change in the USA in January 2009 community and labor organizations are excited about the opportunities this presents for winning significant policy changes on a variety of issues ranging from health care to housing to labor law reform. These expectations are enhanced by the fact that Barack Obama, if he wins the election, will be the first ex-community organizer to be elected to the nation's highest office. If any politician should be willing to give community and labor organizations a seat at the table in major policy debates and negotiations it should be Barack Obama. The positive expectations of regime change among organizers and progressive academics have spawned a small body of literature about what issues should be priorities and what victories might be possible (see Krugman, 2007; or the entire issue of *Social Policy* Spring-Summer 2008). While much attention is being paid to issues and potential victories less attention is given to how regime change will affect the day-to-day processes of organizing. This article addresses the general question: What impact does a President's administration have on day-to-day community and labor organizing? More specific questions flowing from this general question include: how does a Presidential administration affect membership recruitment, fundraising, leadership development, choice of issues & campaigns, strategy & tactics, negotiations, coalitions & collaborations, and ultimately victories?

In addition to reviewing the literature that addresses these research questions I will interview 6-8 organizers who each have 15-25+ years of experience in organizing (i.e., they have at least organized under the administrations of George W. Bush and Bill Clinton, if not more). I will ask organizers to reflect on how day-to-day organizing was similar and different depending on which administration was in power. Since I will conduct these interviews after the 2008 election I will also collect data on how organizers perceive their day-to-day jobs are (or will be) different based on who wins the election on November 4. Although community and labor organizations may be in uncharted territory after the election, the historical analysis should provide insight into how presidential administrations either help, obstruct, or have little impact on the day-to-day processes of organizing.

### ***The Geometry of Congestion: The Case of Denver***

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This paper looks at traffic congestion and asks why congestion is increasing in second tier cities at a rate equal to or greater than most very large, first tier cities. It looks closely at Denver to



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suggest that the small details of street and roadway systems in Denver and in cities of similar size and morphology have aggregated to become unrecognized latent patterns creating a tipping point that results in congestion. It reviews the concept of the tipping point, a way of conceptualizing the phenomenon of emergence in complexity theory, as well as costs, benefits, apparent causes of and solutions to congestion, large and small-scale street system geometries, their effects and how they result in a tipping point. It concludes with thoughts on large-scale city form and how cities have addressed it.

### ***Investing in the North Side through Homeownership***

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In the context of the current foreclosure and home finance crisis, it is important to clearly understand the needs and aspirations of individuals who want to own and are motivated to invest in neighborhood life in this area of the city. Graduate students in Neighborhood Revitalization class engage in participatory action research. The purpose of the project was to work with the University Northside Partnership Economic and Community Development workgroup to gain a better understanding of the tenure goals of current residents and potential homeowners to develop strategies addressing the problem of vacant housing in North Minneapolis. Research based implications will help public and non profit agencies develop efficient policies and programs to utilize abandoned units as affordable stable housing for individuals settling in North Minneapolis. The outcome goal was to develop programs that result in a majority of housing units occupied by owners motivated to invest in the community.

Research questions were developed, information collected, interpreted, and shared with the community within a participatory action research framework. Community organizations including non profits and faith-based communities helped participants. Research topics included perceived barriers to homeownership, perceived benefits of homeownership, as well as grass-root suggestions for programs and incentives to support homeownership. Furthermore, identified and perceived strengths and concerns of settling on the North side helped inform the development of program recruiting materials and helped agencies developed programs addressing the concerns of the community. Finally, we interviewed key informants of community organizations to better understand their capacity to encourage sustainable homeownership and identify needed resources.

### ***Policing After a Disaster: Public Safety in Post-Katrina New Orleans***

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Most studies on rebuilding places after disaster focus upon how the city, state, and federal governments tend to the physical infrastructure and economic development. Like most major disasters, Hurricane Katrina destroyed much of New Orleans' physical infrastructure, including much of the housing stock, businesses, and public works. Disasters also affect municipal institutions, but research does not pay much attention to how cities rebuild their organizational capacity after disaster. Katrina wreaked havoc with the city's governmental agencies. The entire criminal justice system ground to a halt, as the police, courts, and corrections all dealt with the aftermath of the hurricane. In order to understand the effect of disasters on governmental agencies and the ways in which cities rebuild their institutions after disasters, this paper examines how New Orleans addressed public safety and the organization of the public safety bureaucracy after Hurricane Katrina. After Katrina, The New Orleans Police Department (NOPD) faced a series of challenges, from the initial response to the disaster, through the search and rescue phase, and beyond. The department lost a significant number of officers, through retirement and resignation, as well as through forced departmental separation for desertion, dereliction of duty, and other infractions. How did the NOPD adjust to these changes? The establishment of general public safety was paramount to the repopulation of the city, and our research highlights how NOPD responded to this challenge. The crime rate in the city, especially measures of violent crime, led to a hybrid system of public safety, as NOPD operations received the assistance of the National Guard. Our investigation details the critical issues and various tactics employed by public safety personnel, and their levels of success in restoring order to the city. Our findings have implications for disaster recovery, urban public policy, public safety, and intergovernmental cooperation.

### ***The Multi-Racial Worker Center***

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services, and advocacy to mediate and challenge practices in low-wage labor markets. One important feature of worker centers is that they tend to crystallize around immigrants. For instance, Janice Fine found that 87% of worker centers are focused on immigrant workers, and closer inspection shows that the majority of immigrants organized through worker centers are Latinos. Dan Clawson is critical of the ethnic cast of worker centers, fearing it is too limiting when workplaces and industries frequently involve immigrants and native-born workers.

My own work on worker centers suggests that centers may be starting to move in the direction of multi-racial organizing. In the past two years, two worker centers in Baltimore (Casa de Maryland and the United Workers Association) each decided to expand their target populations and move to become multi-racial worker centers focused on native-born Black and Latino immigrant workers. In this paper, I examine this trend toward multi-racial organizing in Baltimore, including the motivations, strategies, and challenges. At Casa de Maryland, the catalyst of multi-racial organizing has been community relations with the surrounding African-



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American community disappointed that CASA had opened a day labor center in the neighborhood. At the UWA, in contrast, multi-racial organizing resulted from labor market changes in the targeted industry. The diverse catalysts of multi-racial organizing appear to impact strategies and successes. At this point, the UWA has been more aggressive in its restructuring of its organizing program. It has created new structures that bring new Latino members and the older African-American members into contact and in shared leadership roles. At CASA de Maryland, the approach has been a bit more bifurcated with the Latino and Black organizing programs separated in terms of staff and organizing objectives. I conclude with some discussion of the benefits and costs of each approach and argue that the UWA approach is better equipped for building worker power.

### ***St. Louis, Missouri: A City in Transition***

Carol Camp Yeakey (Washington University in St. Louis), William F. Tate, IV (Washington University in St. Louis), Sheri Notaro (Washington University in St. Louis), Keith Griffin (Washington University in St. Louis)

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This paper presents a strategic assessment of the health of not only St. Louis as a city, but as a region, using more than eighty (80) social, economic, fiscal and physical variables. While St. Louis, a rustbelt city, is changing in both positive and negative ways, focus will be upon downward trends in job growth, education, public safety, population declines and measures of economic equity and social justice. The extent to which St. Louis, as a city and a region, can compete with its other regional competitors, concludes this paper.

### ***The Return of Modernist Urbanism? the Prospects and Implications of Modernism's Rehabilitation in Urban Planning***

Scott D. Campbell (University of Michigan)

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This essay examines the contemporary reconsideration and possible rehabilitation of modernist principles in urban planning and design. Late 20th century planning narratives frequently attacked modernism for its naïve arrogance, over-commitment to rational-scientific principles, preoccupation with Bauhaus/Corbusier geometry, rejection of urban history, and insensitivity to the complex culture of urban street life. Today, if the bloom is not quite off the rose, the enthusiasm for postmodernism has significantly attenuated. "Nostalgia for modernism" is a lively topic among urbanists, especially architects. The once clear architectural break with modernism is now in doubt, often reinterpreted as an intramodern evolution or a temporary hiccup in the longer history of modernism. At the very least, the once-confident declaration of a modern→postmodern conversion is put into question. Even Robert Moses has experienced a revival - a once heretical position now acceptable in polite company. Perhaps Jane Jacobs'



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death in 2006 also freed some urban planners to step away from their 1960s anti-modernist stance. With this wave of counter-reformation modernism, the planning field may now be more open to revisiting (and revising) its modernist history and subsequent embrace of anti- and/or post-modernist rhetoric. This nascent nostalgia for modernism might lie not as much in the modernist architecture and city plans themselves as in the grand, buoyant aspirations attached to the modernist movement. The planning discipline is a child of the Progressive Era and its social reform idealism that infused the field's early intellectual history. The continual anti-modernist chastisement over the past several decades, with all its indispensable corrections, self-reflection and wider inclusions, has also left the field contrite and rueful: no wonder some planners may wistfully (and covertly) long for the evident confidence and bravado of modernism. As the British cultural historian Robert Hewison observes, "Post-modernism is modernism with the optimism taken out." I am not arguing for an uncritical, regressive return to mid-century modernism. What may be emerging is a kind of Modernism 2.0: a modernism wise to the postmodern criticisms, speaking high-tech vernacular, incorporating multicultural voices and self-reflective of its own bad-boy reputation from the mid 20th century. It may adapt and morph, with titles (real and imagined) such as multiple modernities, pluralistic modernism, post-industrial modernism, flexible modernism, even inter-subjective modernism. Modernism has been more resilient and adaptable than its postmodern critics would give it credit; it is more differentiated and situation-specific (and often non-western) without falling into the pitfalls of a postmodernist stance. The conclusion is not simply: "Lighten up, postmodernists! Modernism wasn't so bad!" Modernism, despite (or because of its) contradictory associations with both enlightened and oppressive institutions, arguably contains no intrinsic, singular social agenda. A commitment to socially progressive society is therefore not primarily linked to one's support or resistance to modernism. Instead, the task is to reassert a socially progressive agenda for modernism. In the end, modernism did not hijack planning from its progressive roots; the modern era gave rise to planning and imbued the profession with its progressive though also problematic ideals. Planning's turn to postmodernism provided a welcome jolt, giving distance and legitimacy to structurally reexamine its 20th century history -- even as postmodernism itself may prove to be a temporary intermediary rather than a fundamental break with modernism. The astute path for planning is to constructively address the contradictions of modernism and progressive social priorities, not to nihilistically reject them.

### ***Federal Environmental Policies and Local Revenue Volatility: The Case of the Clean Air Act***

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This paper expands our understanding of the intergovernmental public finance implications of federal policies by examining the link between federal air quality regulations and local revenue volatility. Federal air quality policy in the U.S., governed by the Clean Air Act, requires more stringent regulations in localities that are classified as nonattainment areas for failing to meet air



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quality standards. These additional regulations are implemented by states and have both environmental and economic impacts for localities. However, the regional economic impacts of the Clean Air Act have been largely ignored by the current literature. It is important to understand industrial regulatory impacts in the context of the overall local economy. Air quality regulations tend to alter local industrial diversity by reducing economic activities in polluting sectors of the economy for nonattainment areas. Also, these regulations could affect the economic structures of surrounding areas that are not subject to nonattainment regulations. To the extent that economic activity relocates from nonattainment areas to surrounding jurisdictions, the industrial diversification in these neighboring jurisdictions will be affected. Since economic diversification is often used as an effective economic development policy to shield a jurisdiction's revenue from economic fluctuations, it is important to explore whether environmental regulations have direct impacts on the industrial composition of local jurisdictions. Using a comprehensive dataset built to cover jurisdictions throughout the entire U.S., this paper analyzes the link between air quality regulations and the industrial diversification in both nonattainment areas and jurisdictions surrounding these areas. The findings of this paper will contribute to our understanding of the intergovernmental public finance implications of federal air quality policies.

### ***Political and Civic Participation in Local Government: Reassessing the Role of Population Density***

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For decades, analysts have debated the optimal configuration of local governments within metropolitan areas. For most of this period, this debate focused on whether consolidated or heavily fragmented areas are more likely to encourage competent, responsive, and cost-effective local governance (Carr, 2004). More recently, attention has turned to the implications of metropolitan organization for political participation in local governments and, especially, the role that jurisdictional scale plays in this question. Oliver (2001) argues that the size of a city's population is an important determinant of local civic activity because people living in larger cities are less familiar with their neighbors, less interested in local affairs, and feel less efficacious about their involvement in local politics. Smaller cities, in contrast, are said to bring people together, cause people to feel more interested and empowered in their communities, and to reduce the costs of participation in local government. Studies by Kelleher and Lowery (2004) and Stein and Dillingham (2004) challenged Oliver's findings, concluding neither city size nor density was statistically related to political participation. This study contributes to this debate by examining the contingent effects of different population concentrations in cities, counties, and metropolitan areas on public participation in local elections and public meeting. Homogenous populations may discourage participation because people believe their neighbors share their policy preferences. Dense populations may reduce the negative relationship between city population and local political participation by facilitating dense social interactions and promoting



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a sense of community identity and political efficacy. Similarly, the distribution of population across the various municipal governments in a county may alter the city size-political participation relationship by removing important issues from the city government's agenda and encouraging free-ridership on others. Where the population within the county is spread across a large number of jurisdictions, individual local governments may not have the incentive or ability to effectively confront important problems affecting the entire county or metropolitan area. A related issue is the nature of the participation occurring in communities. Oakerson (2004) has proposed that larger communities encourage a destructive form of participation because the size of the jurisdiction pits winners and losers in a fight over resources, whereas smaller, more homogeneous jurisdictions create the potential for participation more consistent with a civil society. We address these questions using survey data on self-reported participation activities from a survey of Michigan residents in the summer of 2005 and demographic data on their communities from the 2000 Census. Respondents were asked if they typically vote in local elections, contact local government officials, or attend local public meetings. Probit is used to examine the contingent effects of city population density, the distribution of population across local governments within the county, and the population of the metropolitan area on the relationship between city size and local political participation. Each model also includes several control variables capturing the personal characteristics of the respondents and measures of the city, county, and metropolitan contexts shown in previous studies to affect the incentives of respondents to participate in local politics. Our findings shed new light on the conditional effects of variations in population distribution and homogeneity on this relationship, and on political participation more generally.

### ***Labor Unions and the Integration of Immigrants in the United States and Sweden***

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This paper focuses on the economic/social integration of immigrants in Sweden and the U.S., highlighting the role of the labor unions, particularly during the last few decades. Relying on in-depth interviews with key union leaders, we will discuss the multiple roles that these organizations have played in the economic and political integration of immigrants. Historically, labor unions have not been seen as immigrant-friendly organizations. However, due to the rapid de-industrialization process, the rise of the service sector economy, and the ensuing fragmentation of labor, labor unions have become more active in organizing immigrant workers and expanding their membership within economic sectors which would otherwise have been deemed unorganizable labor (e.g., hotel workers). This activity is particularly visible in cities that are categorized as ports of entry for the immigrant population. Summarizing this fundamental change in the nature of labor organizing, we will compare the degree to which labor unions have changed their strategies in the two cities of Los Angeles and Stockholm and what might lay ahead for the immigrant labor population.



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### ***Sustainable Communities and Habitat Protection Planning***

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The primary purpose of the Endangered Species Act (ESA) is to protect imperiled animals and plants near extinction. However, a review of the ESA reveals that more species are found in danger of extinction than removed from the endangered list. So, clearly the ESA has not been effective in recovering imperiled population. As a result, there is new interest in preventing species from becoming endangered through habitat protection in contrast to providing them safe harbor after they are near extinction. Habitat protection, though, like the ESA, is planned and managed at state and federal levels. Moreover, most ESA attention is directed toward large land areas where humans do not live and work. Yet, because of the link between habitat protection and other local issues such as urban renewal and sustainability, planners must address habitat protection at the community level. Highlighting this need, the American Planning Association (APA) has issued a policy guide, one of very few over the years, titled *Endangered Species and Habitat Protection* (APA 1999). According to the APA, protection of non-human species' habitat is inextricably connected to protection of human habitat. Therefore, the APA policy explicitly calls for localized planning of habitat protection. Through content analysis, this study illustrates community level habitat protection planning by discussing the plans of two communities and gives direction for meeting this mandate.. By providing a definition of localized habitat protection planning, along with principles and examples, this study is significant because it provides standards by which to assess the quality of local plans addressing endangered species and habitat protection. References: American Planning Association, *Policy Guide on Endangered Species and Habitat Protection.* (1999). Berke, P.R., Conroy, M.M. (2000), "Are we planning for sustainable development? An evaluation of 30 comprehensive plans", *Journal of the American Planning Association*, Vol. 66 No.1, pp.21-33. Miller, J. R. and R. J. Hobbs (2002). "Conservation Where People Live and Work." *Conservation Biology* Vol. 16 No. 2, pp. 330-337.

### ***A Mile Wide and An Inch Deep: Diversity Discourse in Neighborhood Preference***

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As racial diversity remains a relevant topic, more scholars focus on the language people use to talk about diversity. In this paper I examine diversity discourse in the context of neighborhood preference. Using open-ended answers from the 2004 Chicago Area Study, I analyzed black and white respondents' explanations for preferring racially integrated communities. I observed three prominent themes in their responses. The first theme is commodification, where respondents likened people and culture to useful and valuable objects that can be acquired in diverse settings. For the second theme, race relations, respondents expressed concern for improving interracial interactions. Ambivalence is the third theme, where respondents spoke of their reservations about racially diverse neighborhoods and stated the conditions necessary for



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them to feel comfortable in integrated communities. Though blacks and whites are represented within each theme, I identified racial differences in emphases and concerns. Additionally, I compared respondents' answers to diversity discourse in educational and corporate settings, identifying limitations common in all three contexts, specifically the problem of acknowledging difference without addressing inequality. Lastly, I reflect on the implications of these limitations for understanding neighborhood integration.

### ***Suburban Gentrification: Examining the Demolition and Replacement of Single-family Housing in Chicago's Postwar Suburbs, 2000-2008***

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"Suburban gentrification" of inner-ring, postwar suburbs is an emerging phenomenon that has the potential to transform the spatial structure of American metropolitan regions. It may foreshadow shifts in household location patterns and changes in the socio-economic composition of neighborhoods similar to examples of classical gentrification found in central cities. Yet, aside from journalistic accounts, little is known about this transformation of postwar suburbs. Suburban gentrification is most visible through "teardowns"--the incremental redevelopment process in which older, single-family housing is demolished and replaced with larger, single-family housing. Anecdotal evidence indicates that suburban teardowns are numerous and widespread; however, the teardown phenomenon is not ubiquitous. This study asks why some postwar suburban neighborhoods attract greater amounts of teardown activity than others by examining single-family residential demolition and replacement in the postwar suburbs of Chicago, Illinois between 2000 and 2008. Urban models suggests that the "rent gap"--the difference between the actual economic return from a land parcel given its present land use and the potential return if it were put to its highest-and-best use--is the primary determinant of redevelopment activity. While previous empirical studies demonstrate that building age and location relative to the central business district are highly correlated with the rent gap in urban settings, few studies specifically examine the influence of these and other factors on the incidence of residential redevelopment activity in a suburban context. This study uses regression modeling to examine factors that influence teardown activity in the postwar suburbs of Chicago. Preliminary results indicate that several factors besides building age and location are significant determinants of teardown activity.

### ***Old and New Divisions of the City: Voting Patterns and Urban Dynamics in Tel Aviv-Jaffa, 1988-2003***

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Research has provided ample of evidence to support multiple division lines within cities. Socioeconomic indicators such as income and ethnicity/race were most frequently used in urban studies; nonetheless, close association between party preference and social-cultural cleavages makes electoral data an appropriate proxy to discern urban dynamics. In this article we use voting patterns to demonstrate the dynamics of socio-demographic processes and outline the evolving patterns of urban development and redevelopment. Our analysis uses patterns of party endorsement in three Israeli general elections (1988, 1996, and 2003) to explore dynamics across neighborhoods in Tel Aviv-Jaffa. Results substantiate the class-based split of the city in which the strongest endorsement for left-wing parties is in well-off neighborhoods and the greater support of right-wing parties is in the underprivileged sections of the city. In gentrifying neighborhoods endorsement of left-wing parties have significantly increased; on the other hand, support of parties on the opposite side of the political spectrum has dropped in gentrifying neighborhoods and has either declined slightly or remained steady in other parts of the city. These processes reflect old and new divisions of the city which buttress entrenched partitions and reorder existing formations through residential mobility.

**Relational Expectations and Emerging Reality: The Nature of Social Interaction in Mixed-Income Developments**

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An important set of assumptions about the possible value of mixed-income development draws on social disorganization theory and focuses on issues of order, social control, and behavior. It includes a focus both on establishing community norms that support order and harmonious (or at least not generally conflictual) relations among neighbors, and on operational mechanisms to ensure order and the rule of law. Both expectations rely to some extent on the nature of social relations among neighbors. The presence of higher-income people is expected to facilitate these processes for a number of reasons. Higher-income people are expected to be more likely to exert normative pressure to maintain order and safety in their neighborhood and to enforce rules. Communities with higher proportions of homeowners are likely to be more stable, leading to denser acquaintanceship networks and mechanisms for informal social control ("eyes on the street", a willingness to intervene). And law enforcement is likely to be more responsive and active in communities with higher-income people. They also rely to an extent—at least in the context of public housing transformation—on the design principles and theoretical orientations of New Urbanism. Here, it is assumed that particular aspects of the built environment can shape the social environment in particular ways, for example, by maximizing use and informal surveillance of public spaces, by fostering informal interaction, and by promoting care and defense of private space. This paper will explore emerging dynamics around behavioral norms and social control in three new, mixed-income developments being built as part of the Plan for Transformation of public housing in Chicago. In particular, it will investigate how issues of social control, both around crime and fear of crime and around basic behavior and use of public space, are emerging and are perceived by different stakeholders in these sites.



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### ***Politics of Cooperation and Competition in New Hampshire***

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The purpose of this paper is to investigate how economic development leaders and government officials in New Hampshire simultaneously cooperate and compete in attraction and retention activities. Data collection will be accomplished through interviews with the members of the New Hampshire Municipal Managers Association.

### ***Contested Urban Spaces in Globalizing City-regions of China: Conceptual Issues and Empirical Evidence***

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In post-reform China, the spatial forms of cities are defined by two combined forces—a downward decentralization of responsibility for economic development, and an upward centralization of power to larger urban cores. As a result of the rescaling processes, a form of contested space has emerged in cities and their immediate margins, where local civil society is constantly resisting or adapting to the Chinese urban expansion manifested through territorial reorganization and boundary redefinition. Cities' inner margins have in particular seen the most dramatic increases in population and manufacturing due to migration, housing development, and industrial relocation. This paper seeks to provide a close dissection of these contested urban spaces. First, the conceptual issues surrounding contested spaces are discussed in the context of Chinese urban expansion and rescaling. Then, evidence from three large city-regions in China based on census data is explored. Questions asked include: (1) whether this rescaling is creating segmentation, displacement, or polarization in residence; and (2) at what scales these spatial outcomes are unfolding. The paper concludes with a discussion of several new trends of inequalities within city-regions in the Chinese context.

### ***Immigrant Religious Institutions as Potential Partners in Providing Community Services***

John J. Chin (Hunter College, CUNY), Min Ying Li (Hunter College, CUNY), Po-Chun Chen (Hunter College, CUNY)

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Religious institutions often play an important role in providing essential support and information to immigrant community members, especially those facing language and cultural barriers. Their central role makes them potentially important partners in reaching immigrant communities with health or other community services that are often provided by “outsiders” (e.g., government, nonprofit organizations).



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To explore their potential role, we studied religious institutions in the Chinese immigrant community in New York City (NIH Grant Number R01HD054303). First, we enumerated the religious institutions through published institution listings, internet searches and field visits to NYC's three Chinatowns (Manhattan, Brooklyn and Queens). A total of 179 Chinese religious institutions were identified and verified: 109 were Christian churches, 55 were Buddhist temples, and 15 were of other Asian religions (e.g., Taoist). GIS Mapping of the institutions suggest their wide reach and important role in Chinese immigrant communities.

From the institutions identified, we randomly selected a sample to target for a telephone survey, which collected information on the religious institutions' basic characteristics and involvement in health-related activities, particularly HIV-related activities (a focus of the NIH grant). Christian churches tended to have more members than Buddhist temples (mean membership of 193 versus 165). Of the Chinese Christian churches, 84% had provided at least one health-related service in the last 5 years, as compared to 56% for Buddhist temples and 17% for institutions of other Asian religions. Only 23% of Christian churches, 12% of Buddhist temples and none of the other religious institutions had provided HIV-related services.

The documentation of the number and characteristics of religious institutions serving the Chinese immigrant community in NYC contributes to our understanding of the role of religious institutions in immigrant communities and suggests the importance of partnering with them to provide community services to what are sometimes thought of as "hard-to-reach" populations.

### ***Sustainable Development and E-Planning***

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The new information communication technology (ICT) is showing two faces in the fields of urban planning and public administration. Even though new ICT enables more equitable development and citizen empowerment, the ICT has been driven by market rather than public benefits. This paper explores how e-planning work in urban planning in terms of participatory planning, and examine whether the e-planning system represent public interests and opinions in its decision making process. In addition, the paper discusses the potential application of e-planning towards sustainable development. Even though many local and state governments in the United States have been building e-government system (Garson 2006), there is not clear definition and applications of e-planning, which is related with land use, transportation, community development, and regional governance. This paper will analyze contemporary practices and cases of e-planning in terms of knowledge share with stakeholders and consensus-building decision making. In addition, sustainability is getting more important because of environmental problems and climate change. Local government needs to formulate and implement sustainability policies. E-planning may be an important option for this effort in conjunction with traditional planning practices and theories. E-government in the field of public administration has developed remarkably worldwide, as globalization and network society spread with fast



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technology development. With this on-going background, we now discuss the vision of e-governance as the "next American revolution" (Ronen 2000). Jane Fountain (2001) argued "technology enactment theory" in her "Building Virtual State" book. The e-government has been advanced to the level of social development and change. The service and decision making through e-government system become more relevant in many fields including urban planning. The analysis of e-planning cases shows critical change of public and private institutions in the role of decision making and knowledge provision. The decision makings happen with direct, participatory, and representative democracy in the field of land uses and regional issues. Based on overview of e-planning, authors argue that e-planning should be connected to the current e-governance discussion. This discussion can bring the concept of space into e-government. E-planning for e-governance will provide better services towards the common good.

### ***Koreans and Koreatowns in Urban America: Spatial Evidences of Segmented Social Assimilation***

Simon Choi (Southern California Association of Governments), Hyunsun Choi (University of North Florida)

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Korean Americans have two different images "model minority" or "stranger." This paper explore who are Korean Americans in their migration to suburbs, and address their assimilation and economic stability. This paper reveals Korean Americans' diverse features and migration patterns of major metropolitan areas where Koreans concentrate. The findings contribute to the meaning of minority migration to suburban world, and this ethnic case can be compared to other racial and ethnic groups. In addition, the Korean population shows spatial evidences of segmented social assimilation instead of traditional linear assimilation. Los Angeles Koreatown is a clear case of their segmented assimilation, and Koreans are recreating urban space with their ethnic and economic influence. Immigrant minorities are important actors for contemporary urban change. As Krumholz (1999) told "minority majority" in urban America, minority immigrants are playing important roles in urban form as well as social and economic development. The study population is Korean Americans in Los Angeles, New York, Atlanta, metro Washington D.C. Chicago, San Francisco, and Jacksonville. While Los Angeles and New York are major gateways for Korean immigrants, Atlanta and other smaller metros are quickly becoming magnetic locations for Koreans. This study uses Integrated Public Use Microdata Series (IPUMS) by the Minnesota Population Center of the University of Minnesota, Case Analysis of Los Angeles Koreatown, and pilot survey (n=58) at Korean churches in Jacksonville.

### ***Scenes, Nonprofits, and Urban Development***

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Dramatic changes in the economy, social arrangements and politics are reordering the world in recent decades: globalization, the knowledge economy, and other labels have been used. These bring more individual choice, and less determinism of primordial ties —esp. race, class, and gender—which explain only about 10 percent of the variance in phenomena like voting, civic participation, or urban development. Enter the scene. Scenes are more than 1. neighborhood 2. physical structures 3. persons labeled by race, class, gender, education, etc. We include these but stress 4. the specific combinations of these and activities (like attending a concert) which join them. These four components are in turn defined by 5. values people pursue in a scene. Values include legitimacy, defining a right or wrong way to live; theatricality, a way of seeing and being seen by others; and authenticity, as a meaningful sense of identity. Nonprofits often seek to build and transform scenes.

Scenes rise in importance with consumption and identity concerns as individuals are less deterministically bound to past models or current social ties. Even if participation has declined in some areas, there is a rise of the arts and culture. Is this related to changes in the economy and other social patterns like the family? Yes, we propose. For instance, note simply first that artists, musicians, actors and their associated industries are extreme examples of “flexible” labor and “creative” work. Second as consumption rises in salience, arts and culture (from Shakespeare to rap) take on more importance—as a percent of time spent by average citizens, in the campaign statements of political leaders, in the number of jobs created, and money spent. But third, note the theoretical void: few social scientists have addressed this critical shift. Mayors and civic leaders are investing billions on public culture. But how should it work and why specifically? We offer propositions and specific findings from non profits, the World Values Survey, various census sources, and more.

### ***Measuring the Community Development Capacity Building Impact of the Baltimore Empowerment Zone***

Richard P. Clinch (University of Baltimore)

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The issue of community development capacity has become increasingly important in modern urban policy, as community organizations have evolved into a central role in the design and delivery of urban policy and services. There is a rich history and literature on both the role and importance of communities and community organizations in federal urban policy. In summary, as a result of devolution and reductions in federal funding, non profit organizations ? including community organizations -- have been called on to take an increasingly active role in the implementation of social and welfare programs, especially in urban areas. The provision of public goods being through non-public actors has been thoroughly analyzed. The expanding role of community organizations in the implementation of both government and foundation sponsored urban policy interventions has also received substantial attention. When the government or foundation community contracts with a nonprofit or community organization to



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provide a good or service, they assume a sufficient level of capacity to implement the project or deliver the service; yet, uncertainty often exists as to the overall capacity of community organizations. This paper explores the measurement of this capacity. Despite the established literature on the role of community organizations in policy implementation, there is only a limited literature on the definition or measurement of community capacity. This paper explores the impact of the Federal Empowerment Zone/Enterprise Community (EZ/EC) Initiative in building community development capacity in six neighborhoods in Baltimore City. It first defines and develops operational metrics of community capacity and then applies this definition and metrics to the decade long experience of the EZ/EC Initiative in Baltimore, where the Baltimore Empowerment Zone was partially successful in creating or enhancing community development capacity in six urban neighborhoods in Baltimore.

### ***Representation Aspects in Participatory Planning Process: The Case of Isawiyah in East Jerusalem***

Galit Cohen-Blankshtain (The Hebrew University), Amit Ron (Arizona State University)

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What is being negotiated when a bureaucrat from the municipality, an urban planner who is a volunteer in an NGO, a lawyer hired by residents, and a local elder come together (literally or figuratively) to discuss urban planning? The paper examines how recent theorizing about the concept of representation within democratic theory can help illuminating the interactions between dynamics of social-power and dynamics of reason-giving in urban planning. Earlier conceptualizations of the notion of representation understood this relationship mainly in terms of "mandate" vs. "trustee:" whether the representative acts by the mandate of the agent while the agent herself exercises control, or whether she acts on behalf of the agent as her trustee. Recent works in democratic theory move beyond this unidimensional understanding of representation. First, they move from a local to a systemic evaluation of representation since being representative is a property of a broad institutional structure. Second, a systemic view of representation opens the door to the possibility of separating the question of representation from that of accountability. We use the idea of ecology of representation as an analytical device with which to analyze processes of urban planning. We take the Kaminker Project as a case-study, a recent consultative planning process that took place in Isawiyah, an Arab neighborhood within the municipality of Jerusalem. This planning project, was initiated by an NGO and involved consultation with traditional elders, ordinary residents (whose citizenship status is complicated), expert urban planners, and officials of the municipality, offers a rich ground for studying how claims about private and public interests are channeled through different forms of representation. To portray the ecology of representation, we classify the different forms of representation along two dimensions: formal vs. non-formal, and deliberative vs. non-deliberative and examine the form of claim-making that took place within each form of representation.



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### ***Urban Transition and New Territorial Policies in Vietnam***

Jean-Pierre Collin (INRS-Urbanisation, Culture et Société), Mélanie Robertson (INRS-Urbanisation, Culture et Société), Julie-Anne Boudreau (INRS-Urbanisation, Culture et Société), Ha Huu Nga (Sustainable Development Institute for the North Viet Nam [SDIN]), Nguyen Duc Truyen (National Institute of Sociology, Ha Noi)

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With the launching of the « renewal policy » or Doi Moi in 1986, Viet Nam entered a cycle of profound mutations characterized by the passage from a planned to a market economy. These transformations are intimately linked to the dynamic of urban transition, which brings to the forefront new local urban development challenges. This paper seeks to understand the extent to which the Doi Moi generates a reconfiguration of actors involved in local urban development. Are there non-state actors gaining importance in local development? What is the role of these new actors and the configuration of power relations structuring them? Are urban policies shaped differently in this process? The paper is based on two case studies in the suburban area of Hanoi: An Khanh is a village recently transformed by planned urbanization policies, and Trieu Kuhc, which has been urbanized more spontaneously and for a longer period of time.

### ***Representing Cities: Urban Legislators and an Urban Agenda***

Corey Cook (University of San Francisco)

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One of the purported benefits of state legislative term limits is the increased number of legislators with local government experience. Presumably, these former mayors, council members, and county supervisors will be more likely to represent local government concerns and those from urban areas more likely to promote an urban agenda in the legislature. However, this is an untested empirical question. This paper uses quantitative analyses of roll call votes and bill sponsorships in the California legislature empirically test this proposition.

### ***Challenges of Elected Office and Community Development***

Teresa Córdova (University of New Mexico)

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As an elected official (County Commissioner) and Professor of Planning, Dr. Cordova will discuss the politics and processes of developing communities by examining the interactions among various actors seeking to maximize their interests and points of view. She focuses on a community called the South Valley, which is in unincorporated Bernalillo County, adjacent to Albuquerque. Her comparative analysis will examine case studies regarding land use decisions related to development in the urban fringe; infrastructure projects related to water, sewer,



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drainage, and roads; and issues of the use of economic development strategies such as tax increment districts, small business incubators, and agricultural projects.

Given the various interests and complexities, she asks, "How can engaging consciously and strategically in processes of community development impact how these issues are resolved, at least at a given moment, and how that resolution, in turn, impacts the quality of community and its built environment. Why is strategic community development an important strategy as a local response to global dynamics? In asking this question, Dr. Cordova examines the logic of globalization and how it gets played out at the local level and why decisions at the local level matter.

Finally, she asks, "How can one engage more effectively in shaping community life?" What are key strategies for effective engagement?

### ***Examining Surveillance in Urban Areas***

Caitlin D. Cottrill (University of Illinois, Chicago)

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In the post-9/11 world, trade-offs between safety, security and privacy have received an increasing amount of attention and discussion. Particularly within the realm of transportation, it is evident that no clear bright line exists as to the degree to which travelers are willing to exchange their "privacy in public" for an increased measure of safety and security. While certain invasions of privacy are generally accepted as being "critical" to ensuring safety and security (such as scanning of personal effects when flying or GPS-equipped cell phones) and are therefore submitted to with some degree of decorum, other forms of surveillance (such as red light cameras) are regarded as being invasive without providing concomitant benefits, and are thus argued against in public meetings and, eventually, the courts. It is interesting to ask, then, what forms of transportation surveillance currently being implemented or proposed are most likely to be accepted or rejected within the context of the urban environment, and to what extent will questions of equity and fairness impact these responses? It is critical, at this juncture in the development of advanced forms of intelligent transportation systems, to step back and evaluate the relevant impacts of surveillance, not only on the function and security of the transportation system, but also on the travelers within that system.

### ***The Impact of Weatherization and Rehabilitation Assistance on the Health, Behavior, and Satisfaction of Low-income Homeowners***

Spencer M. Cowan (University of North Carolina at Chapel Hill), William M. Rohe (University of North Carolina at Chapel Hill)

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Low-income homeowners are being squeezed by rising energy and home maintenance costs. Weatherization programs help reduce the amount owners have to pay for energy by reducing consumption. Rehabilitation programs help owners address their maintenance needs. Yet, these two forms of assistance are rarely coordinated, which results in significant inefficiencies for both programs and homeowners. For the past five years, a demonstration program developed by the Ford Foundation and Energy Programs Consortium called the Weatherization, Rehab and Asset Preservation (WRAP) program has sought to combine federal and state weatherization and rehabilitation programs in eleven communities across the country to provide comprehensive and coordinated home improvement services for low-income homeowners.

In the proposed paper, we will examine the impact that this demonstration program has had on the health, behavior, and satisfaction of participating households. The data we use in the analysis comes from: 1) surveys of homeowners participating in the WRAP program at the time of application and again after completing the program; 2) inspections of the homes involved; and 3) reports from the participating agencies on the home improvements work performed. Our preliminary analysis indicates that program participation resulted in the use of spaces that were closed off because they were too cold in winter or too hot in summer, a reduction the use of space heaters, and improvements in satisfaction with homes and neighborhoods. The analysis of the programs' impacts on health indicators, including asthma and injuries in the household, is ongoing.

### ***Closing the Door: High-Cost Lending in Philadelphia***

Kristen B. Crossney (West Chester University)

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This paper explores HMDA data from recent years to identify high-cost mortgages in Philadelphia, Pennsylvania. Census data and additional HMDA data are used to better understand the neighborhood whose residents have high-cost mortgages and the historical context of mortgage lending. The paper considers the distribution and characteristics of subprime lending across the City of Philadelphia, and concludes with a discussion of what the impact of reduced subprime lending and the current credit crunch may have on urban neighborhoods.

### ***Flipping, Fraud, and Foreclosure: An Examination of the Housing Boom and Bust in the Twin Cities***

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Reliable estimates indicate that the Twin Cities metropolitan region will have around 20,000 foreclosures in 2008([www.HousingLink.org](http://www.HousingLink.org)). This figure represents a 54 percent increase over 2007 and will be new record. As the problems caused by poor lending practices spread,



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foreclosure in the Twin Cities metro includes both abandoned and burned inner city duplexes as well as expensive condominium developments located in bucolic exurban towns.

In order to illustrate the diverse nature of foreclosure in the Twin Cities region, I will present four case studies. The first is based on a detailed analysis of property transactions in North Minneapolis which reveal a pattern of property flipping and subprime lending that artificially inflated property values. The second case, also based on North Minneapolis, examines the illegal activities of the TJ Waconia investment firm which resulted in nearly 200 foreclosures. The third example focuses on the schemes of suburban developers in New Prague and Lonsdale, Minnesota where straw buyers were used to defraud mortgage companies and left empty suburban developments in their wake. My final example analyzes the foreclosure of a luxury townhouse development in Northfield, Minnesota where ambitious developers, envisioning a new urbanist future, ran headlong into the realities of the housing market meltdown.

### ***The Government as a Detracting or Enhancing Factor in Intermunicipal Cooperation***

Michal Dachoach Halevi (The Hebrew University)

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Theories of regionalism describe cooperation in local and regional life as a key factor in new urban management. Regional management may be described as following a circular pattern, comprising one or more of these forms: (1) "Old" regionalism and hierarchical reforms with an intermediate (metropolitan or regional) stage between the central and local levels. (2) "New" regionalism, characterized by cooperative networking at the regional and local levels. (3) "No regionalism," in which the state and local authorities are the main actors. Traditional theories of cooperative networking see government as a less significant actor in modern governance. This paper challenges these theories, arguing that government plays a more sustained and involved role in intermunicipal cooperation. An analysis of six case studies throughout Israel, comprising weak and strong, Jewish and non-Jewish, urban and rural authorities shows that although intermunicipal cooperation in industrial zones in Israel began as an independent, local initiative, it continued thanks solely to government intervention, especially in the financial realm. These findings explain why such partnerships were created in peripheral areas, rather than in localities where there was an economic demand for them. The fact that the government cannot accept its inability to legally and directly mandate the creation of such cooperative institutions leads to greater intervention on its part, in both legitimate and illegitimate ways, in order to maintain the system. Evaluation of the case studies shows weak local governments that defer to central-government bureaucrats and depend to a large extent on decisions at the central level. At the same time, these localities are often eager to enjoy the benefits provided by the central-government umbrella.

### ***Governance Fallacies: From Difference to Domination***



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The most influential theories of governance in the UK, much of Europe and the US draw inspiration from variants of network theory, focusing on the heterogeneity of power distributed among multiple centers. Network theories in their various guises have dominated political analysis for a generation, acquiring what Marinetto calls the 'semblance of orthodoxy'. Network theories, such as the differentiated polity model and urban regime theory derive from a variety of intellectual sources and differing ontological and epistemological commitments. However, the idea that political power is dispersed is central. The task of governing is to mobilize and coordinate 'power to?', the capacity to act, through the network form. Governments have responded to this injunction by promoting governance by network in the mirror image of the theory while the theory has been reinforced by the politics. Across Britain, Europe, the US, parts of Central America and Latin America, the Antipodes and South Africa, the idea of collaborative network governance is engrained in political ideology, discourse and practice. Thus, the 'governance as networks?' paradigm is more than a theory of politics, or a prism for the study of politics; it is the favoured way of doing politics. However, there is growing skepticism towards this orthodoxy. Scholars note that the past 25-30 years have witnessed the massive concentration of power and wealth in the hands of fewer and fewer people in ever more polarized spaces. Networking may be in vogue, as governments try to build institutions that have the appearance of decentred networks. However, governing networks tend to reproduce socioeconomic inequalities, they are suggestive of a trend towards authoritarian statism and political closure. The task of this paper is to explain this disjuncture between orthodox governance theory and emerging counter-conceptions of governance as domination and to offer an alternative account. It argues that most variants of the network governance paradigm draw more or less explicitly on post-modern assumptions, but that these are fundamentally misguided in an era of hyper-modernity, where postmodernism is little more than a projection, or a conceit, of neoliberal states and capitals. The paper will develop an alternative account of contemporary governance, arguing that the network paradigm should be rejected for an account of 'governance as hegemony?', focusing on power, domination and resistance. It will argue that network governance is an important institutional form of the neoliberal hegemonic project, but is dysfunctional and riddled with tension and contradictions. With its claims to openness, inclusivity and empowerment, network governance embodies the seductive promise of cosmopolitan big-tent politics. Once inside the tent, however, it is clear that actually existing networks look very like old-fashioned structures of control and domination. This reality is characteristic of neoliberalism, but amidst the bitterness and disappointment it causes, also signals its limit. It is the mix of network dysfunctionality, societal recalcitrance and increasing political centralization that reveals 'governance?' to be part of an authentic, but only partially successful, hegemonic project.



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### ***Community Development through HUD's HBCU Community Grant Program—Lessons Learned and Factors for Success***

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Historically Black Colleges and Universities (HBCUs) participating in the U.S. Department of Housing and Urban Development's HBCU Community Grant Program are uniquely poised to use and leverage federal funds for a host of community redevelopment activities. As not only implementers, but partners in the community, HBCUs have a true stake in the outcomes of this work. This paper, based upon research conducted under a contract for the U.S. Department of Housing and Urban Development, centered on the completion of in-depth case studies at selected HBCUs to discern how the institutions operationalized their grants and what the outcomes were. In reviewing the grantees together, shared themes emerge. Common challenges and factors for success stemming from this research provide crucial information for other educational institutions and non-profits participating in this grant program and in other similar grant programs as well.

### ***Seniorpreneurs: The Role of Older Americans in Small Business and Economic Development***

Casey Dawkins (Virginia Polytechnic Institute and State University), Kate Fisher (Virginia Polytechnic Institute and State University)

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The percentage of the population over the age of 65 is expected to jump dramatically between 2010 and 2030 as the first wave of the baby boomers, individuals born between 1946 and 1964, turn 65 in 2011. Upon reaching retirement age, boomers on average, will be better educated, more racially diverse, wealthier and have amassed more human capital than previous generations. The entrepreneurship literature suggests that: 1) individuals exhibiting high levels of explicit human capital [education] and high levels of tacit human capital [experience] are more likely to become nascent entrepreneurs; 2) the probability of starting a small business is higher for households at the top portion of the wealth distribution; and 3) diversity is a factor influencing self-employment. Following this, it can be surmised that older Americans may have a relatively high propensity for entering into entrepreneurship. Work hour flexibility and the independence not offered by traditional wage-and-salary jobs may also attract older Americans to consider self-employment. Finally, they may also be driven by more than profit, as is the case for the so-called class of "social entrepreneurs". Understanding whether or not older Americans will transition into entrepreneurship and what factors influence their decision is key given that in less than a decade close to a quarter of the U.S. population is expected to be 65 or older. This paper examines entrepreneurship trends among older Americans and discusses the impact of these trends on small business development and community economic development.



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### ***Schools and pupil performance in Greater Manchester: a key driver of social polarisation***

Iain Deas (University of Manchester)

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There is an extensive literature on the socio-spatial patterning of households within cities and the degree to which different categories of urban resident have become more or less segregated over time. The paper explores the role of access to education as a driver of polarisation. It builds upon the commonly held view that more affluent parents are better able to foster their children's prospects than are poorer parents: in part because they are more ambitious for them; in part because they are better placed to explore the most propitious avenues for their education; and in part because they have the financial and social resources to exploit those best avenues. If these presumptions are not pure caricature, then empirically we might expect to find that the children of more affluent parents attend the best schools and show educational performance at or above expectations. Conversely, we would expect the children of poorer families disproportionately to attend less well-performing schools and to achieve below expectations. This dichotomy would represent a powerful driver for increasing polarisation between generations. The paper uses empirical data from four local education authorities in England, and an allied programme of semi-structured interviews with policy actors, to address three questions: (1) the degree to which 'poor' children go to 'low-performing' schools; (2) the extent to which 'poor' children in low-performing schools do worse than those who go to high-performing schools (and vice versa for 'affluent' children); and (3) the ways in which policy decision-making contributes to these relationships.

### ***Nonprofits and the City Bureaucracy: Opportunities for Immigrant Political Incorporation***

Els de Graauw (Harvard University)

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This paper considers how 501c3 nonprofits, often thought of as only 'soft agents' of political change, can help bring about a city bureaucracy that is procedurally and substantively democratic due to its inclusion of the distinctive needs of politically marginalized immigrants in urban settings. Although noncitizen immigrants, who lack the right to vote and cannot run for public office, frequently go unnoticed by local elected officials, non-elected civil servants in a number of localities across the U.S. have developed administrative rules and procedures that bring material benefits to these marginalized immigrants. Drawing from interviews and quantitative data from an original survey on immigrant-serving nonprofits in San Francisco, I analyze why bureaucratic institutions in this California city have been responsive and committed to address the unique needs of immigrants in an inclusive manner. Specifically, I consider the implementation and enforcement by local bureaucrats of San Francisco's 'equal access' language policy (2001) and the city's minimum wage policy (2003). I argue that these local policies have been implemented with the greatest benefit to the city's newcomers in large part due to the advocacy work by local 501c3 nonprofit organizations that serve immigrants in San



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Francisco. I also argue that nonprofits' interventions in the bureaucratic process and their collaborations with local administrators are welcome developments as they can enhance local government's capacity to respond to the diversity challenges of multi-ethnic urban areas with sizeable immigrant populations.

### ***"We're involved" "No, you're not"***

Karien Dekker (Utrecht University), René Torenvlied (Utrecht University), Herman Lelieveldt (Utrecht University), Beate Völker (Utrecht University)

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This paper addresses the research question which factors may help to explain different perceptions on involvement of civic organizations in neighborhood governance. We compare the point of view of civic organisations to that of the administrators in case. Which different perceptions exist? What type of organizations are noticed by the administrators? Two explanations are focused on: First the impact of the network position - indegree, outdegree, density - and age of the organization. Second the impact of characteristics of the neighborhood: age, degree of decision making power at neighbourhood level, and degree of political attention for the neighbourhood. We combine information from qualitative interviews with policymakers in eight urban neighborhoods in two Dutch cities with quantitative data on the networks of the organizations. The results show that differences in perceptions do exist. Organizations with high outdegree tend to be more modest, and so are organizations in old neighborhoods or neighborhoods with little policy attention. Ideas for further research are presented.

### ***Assessing the Neighborhood Impacts of Low Income Housing Tax Credit Investment***

Lan Deng (University of Michigan, Ann Arbor)

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Enacted in 1986, Low Income Housing Tax Credit (LIHTC) program has become the largest federal low-income housing production program. Yet, despite its significance, writing about the program's performance has been limited. We know, for example, very little on how the LIHTC properties have affected their surrounding neighborhoods. This paper will fill this gap by examining LIHTC neighborhood impacts in Miami-Dade County, Florida, where it has been used to build affordable housing in a variety of neighborhood context. Specifically, using 1990 census data, this study applies a clustering analysis to sort all census block groups into different neighborhood types. It then compares changes from 1990 to 2000 in each LIHTC neighborhood (the target group) with the median changes in non-LIHTC neighborhoods in the same cluster (the control group). Through this comparison, the study identifies four types of LIHTC neighborhoods: LIHTC neighborhoods with the most positive changes, LIHTC neighborhoods with more positive changes, LIHTC neighborhoods with fewer positive changes, and finally, LIHTC neighborhoods with the least positive changes. Findings: most of the LIHTC



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neighborhoods in Miami-Dade County have experienced some positive development when compared to neighborhoods of similar socioeconomic conditions. But the direction and magnitude of changes vary by neighborhood context. On one end, LIHTC invested in black high-poverty neighborhoods is the most likely to generate more positive impact, with 10 out of 14 such neighborhoods experiencing either the most positive changes or more positive changes. On the other end, all five middle-class neighborhoods receiving LIHTC investment have developed quite negatively, with few positive changes being observed when compared to their control group. For LIHTC investment in working-class neighborhoods, the picture is mixed. Finally, to understand why neighborhood development path has varied so much, this study also conducts case studies of neighborhoods with the most positive and the least positive changes.

### ***People-Centred Economic Development in a Northern English City***

David Devins (Leeds Metropolitan University), Phillip Hunter (University of Leeds)

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Many English cities have successfully grown and developed over the last decade. Whilst there are many factors driving this growth, the skills and quality of the workforce is identified as a key element of success. In the UK, the influential Leitch Review of Skills highlighted the challenges we face and the opportunities to be realised in pursuit of the national skills agenda and a raft of policy developments have developed which seek to take the UK to the top of the international skills table by 2020. One such development seeks to devolve elements of skills policy to the local level where the need to harmonise national policy goals and local concerns is perhaps most obvious and urgent. Skills are increasingly becoming a central element of local economic development agendas as cities look for new and more effective ways to harness the competitive advantage skills can bring to their locality. Education and training institutions, businesses and local government all have roles to play in developing and implementing strategy. However the process of strategy development and policy intervention is not as straightforward as one might assume given the complex, overlapping governance structures in place. This paper draws on the literature to discuss the concept of people centred economic development and the devolving of skills policy to the local level before going on to draw on action research to explore a variety of issues associated with local strategy development. Working with a group of stakeholders the paper reflects on the experiences of developing a people centred approach to economic development and the integration of skills within a local economic development strategy. It explores various aspects of the strategy development process including the use of economic and labour market data to inform policy making, the development of vision and local priorities, and the experience of working in a landscape which is crowded with different organisations with their own agendas. It identifies potential opportunities for intervention including those associated with entrepreneurship, inward investment and indigenous business growth. The paper concludes with reflections on the conceptualisation and implementation of a people centred approach to economic and identifies the wider implications of the research for the development of skills in cities.



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### ***Urban Governance in an Era of Globalization***

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I am proposing to present a paper that assesses the effects of globalization on contemporary urban governance. It has been commonly accepted that economic and political globalization has altered the ways in which cities are governed, but have these momentous transformations coerced all cities to adopt the same sorts of governing strategies and institutions? Convergence theorists contend that globalization has forced national governments to devolve greater responsibility to regional and local levels of government to enable them to address changes in the global economy with greater flexibility and aplomb (see, for example, Harvey 1989; Le Galès 2002). To adapt to the political and economic reordering brought on by the process of globalization, city leaders have devised aggressive economic growth strategies and fashioned a number of new sorts of programmatic and institutional measures to enhance city competitiveness (see Brenner 2004). Proponents of the divergence theory, in turn, acknowledge that globalization has taken its toll on urban governance, but they also maintain that crucial differences remain among cities in the modes of governance adopted (see Savitch and Kantor 2002, Gross and Hambleton 2007). These differences redound from differences in national and local political-economic contexts in which the processes of governing cities are played out. To evaluate these competing theories of global era urban governance, the proposed paper will compare the development of governing institutions and agendas in Boston, Massachusetts, and Bristol, England, from 1970 to the present. The comparison of global era governance in Boston and Bristol will examine three policy areas?economic development, education reform, and community development. Considering this spread of policy areas will enable me to gauge the reach of globalization. That is, have new modes of governance become institutionalized in particular governing arenas, or have they been more generally implemented?

### ***Making of Neoliberal Industrial Locations in Turkey: Between Environmental Destruction and Sustainability***

Evren M. Dincer (Bogazici University)

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This paper aims to examine the transformation of Dilovasi, a densely industrialized and highly polluted location very close to Istanbul. It discusses the changing relationship between state and industry/industrialist and the environmental outcomes of it within the context of sustainability. Main aim is to analyze the dynamics of Turkish industrialization, which had a leap in the post-1980 military coup period. The paper focuses on the last two decades of the region and this time interval is analyzed in two sections. The period from the establishment of Dilovasi Municipality in 1987 (priorly Dilovasi was just a small neighborhood) to the constitution of Dilovasi Organized Industrial Zone in 2002 forms the first section. Post-2002 period, on the other hand, constitutes the second. First period gives us an extremely irregular and uncontrolled



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industrialization process. The reasons are diverse. Very limited legal regulations come first. Local municipality was almost the sole governmental authority of the region. However it is unlikely to argue that state aspires to regulate the industry in the region. Rather, lack of control is considered as an informal incentive. At the end of the first period Dilovasi had become a huge industrial location with a distinguished pollution. In 2002 Dilovasi industry endowed with an Organized Industrial Zone status which provided independence from both the municipality and central city administration. Initially this law aimed to reduce the pollution; however the content and the practice did not let this happen. Rather it provided industrialists a quite more free environment in which they act free from governmental regulations. This paper will argue that novel legal regulations reflect the neoliberal institutionalization, in which sustainability is not the main concern.

### ***Grappling with Gentrification as Fairness'***

Jonathan Diskin (Earlham College), Tom Dutton (Miami University)

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Gentrification typically generates higher property values and thereby creates a new source of wealth in relatively poor neighborhoods. This paper borrows some ideas from Amartya Sen to ask about the distribution of the gains from gentrification. We draw on the experience of recent efforts to gentrify the Over-the-Rhine section of central Cincinnati Ohio as a terrain to examine these broader issues. We describe some of the players and central dynamics spurring recent investment in this historically poor area and focus on a 'liberal' discourse that argues that renewed investment is good for everyone, is a 'win-win' situation, and need not harm the poor. We critically examine this discourse by looking at the ways that the benefits are supposed to flow to the poor as generalized improvements, positive externalities, and neighborhood effects, while the benefits to new residents are more individualized assets, i.e. property. We argue that the distribution of the benefits is skewed to new residents and that there are much fairer ways to allocate the benefits that are being overlooked.

### ***Deterritorializing the City at the Edge -Assessing the Social Impacts of Mega New Towns in Peri-Urban Vietnam***

Mike Douglass (University of Hawaii at Manoa), Hao Nguyen (University of Hawaii at Manoa)

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The urban transition now taking place in Vietnam focuses mostly on Ho Chi Minh City and Hanoi, both of which are rapidly expanding into rural hinterlands. A major element of this expansion is the creation of gigantic private new towns that are presented not simply as sites to supply needed housing and urban amenities but as built environments for a new modern and global society. As such, they are deterritorializing the city at its edge by creating landscapes and simulated global life styles that are explicitly disassociated from Vietnamese culture and social



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relations. They also fundamentally challenge the meaning of the city as a public realm of citizenship and governance by privatizing and gating the new landscapes and placing them under corporate management. The analysis concludes by drawing implications of these urban transformations for the social and cultural life as well as social disparities in these mega-urban regions.

### ***Rust in the Sunbelt: Restructuring and Faltering Growth in the Urban South***

Marc Doussard (Northwestern University)

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For as long as Northern (“Frostbelt”) cities have weathered the blows of deindustrialization and economic restructuring, the lightly regulated South (the “Sunbelt”) has been viewed as the location of choice for cost-cutting manufacturers and dynamic, sunrise industries alike. At the heart of the Sunbelt/Frostbelt dichotomy lies an implied trade-off: Urban regions in the postindustrial era can have prodigious economic growth, or an equitable distribution of economic outcomes, but not both. However, economic conditions in the Sunbelt’s largest urban regions do not always conform to this stylized picture. After experiencing a prolonged growth spurt in the 1970s – and drawing extensive academic attention as a result – the largest urban regions in the American South have come to experience many of the same economic development problems as those in the North. Using a unique measure of job growth and job equity at the level of industries and occupations, this paper examines the ongoing economic evolution of the three largest urban regions in the U.S. South: Houston, Atlanta and Dallas. Upon closer examination, both of the stylized facts about Southern economic growth – its rapid pace and inequitable distribution of benefits – fail to hold as expected. Like urban regions in the North, the Sunbelt’s leading metropolises have been prone to bouts of prolonged job destruction, recession and economic restructuring. At the same time, the overall pattern of job growth in these regions, and especially in Houston, has in many cases proven to be as or more equitable than growth patterns in the Midwest and Northeast. These findings challenge the Sunbelt/Frostbelt dichotomy and raise new questions about growth, equity, and models of regional economic development.

### ***Comparing Residential Segregation in the United States, Great Britain and France***

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This paper presents a comparative analysis of the nature and impact of residential segregation in the United States, Great Britain and France. In the context of heightened tensions and debates over national identity associated with waves of immigration, I examine how demographic change leads to residential segregation and spatial inequalities that affect politics and even the sustainability of major cities. The field of comparative studies on urban inequality



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issues is largely underdeveloped because of the technical and conceptual problems it raises. Countries differ in their population categories, data collection modes, urban history and policies. Concepts such as race or minority don't always travel easily. This paper is part of a wider project involving a number of international scholars who have done extensive work on segregation and are exploring ways to conduct comparative work. We are particularly concerned to connect the French experience with its intense immigration issues despite a lack of officially gathered data on race and ethnicity. France, Great Britain and the United States have enough in common to allow comparison in a way that differences can appear as significant. In all three countries, major issues have emerged in the public policy arena as a result of social tensions and public debates. Associated with immigration, we explore how public policies and cultural values that affect segregation differ among the three nations. Our central hypothesis is that rapid immigration and population mobility lead to high levels of segregation and spatially-patterned social inequality, and that, in democratic societies, these in turn are key factors in explaining the intensity of debates and tensions regarding immigration and ethnic politics. Segregation may increase the resentment of second and third generation immigrants, feed prejudice and fears against minorities, impede the integration of newcomers and contribute to feeding sub-cultures and separate identities. The political consequences range from potential urban riots, to political or religious radicalism, generating a deterioration of the social links and shared values that ensure the strength of a nation. At the same time, segregation provides some access points through political representation by geographic districts. This paper therefore consists in providing a possible theoretical framework for developing comparative studies among these three countries in order to address critical contemporary urban issues.

### ***Beyond New Orleans: Economic Recovery, Class and Race in the Wake of Hurricane Katrina***

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To date, much of the scholarship on Hurricane Katrina has focused on failures of emergency disaster planning, namely FEMA's lack of response (Eikenberry, Arroyave, and Cooper 2007; Gerber 2007; Petak 1985; Schneider 2005), the race and class divide after the storm (Elliott and Pais 2006; Lavelle and Feagin 2006; Stivers 2007; Tynes et al. 2006), and the difficulties that local, county, and state governments face when attempting to rebuild after a natural disaster (Eckdish- Knack 2006; Lewis 2005; Liu 2006a; Olshansky 2006). What is missing is attention to how municipal governments were affected by the storm. In fact, nearly all of the cumulated scholarship on Hurricane Katrina has focused primarily on the city of New Orleans and its attempts to rebuild after the storm. Hurricane Katrina also affected areas of Texas, Mississippi, Alabama and Florida, however. Although New Orleans received the brunt of damage, there is a gap in the literature; the effects of the storm on other areas. Can New Orleans' stagnant recovery be attributed primarily to issues of racial discrimination and segregation within the city? Or has race also acted as an impediment to recovery in other places affected by the storm?



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This project looks specifically at smaller units of government in Mississippi, a state identified by FEMA as suffering significant damage after the storm. Looking at some of the economic and fiscal variables identified by the Brookings Institute in their Katrina Index (Liu 2006b), this paper explores the recovery efforts in Mississippi utilizing census data to track how counties with higher ratios of minority residents fared against their more homogenous counterparts, outside of the limelight focused on New Orleans.

### ***Village, Ghetto, Frontier: Rethinking Urban Isolation***

Kathleen Dunn (Graduate Center, CUNY)

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Though Brooklyn is the most populous borough of New York City, it remains home to several neighborhoods characterized as isolated, by residents, politicians and media accounts alike. The neighborhood of Red Hook exemplifies this predicament. Surrounded on three sides by water, Red Hook is spatially severed from the contiguous neighborhoods of Gowanus and Carroll Gardens by the elevated Gowanus Expressway, a six-lane highway built during the Robert Moses era. Beyond this imposing physical boundary, important social cleavages shape the culture and politics of the neighborhood. Three distinct residential communities inhabit the area: a dwindling number of former dockworker families, a slowly growing number of gentrifying urbanites, and the residents of a large public housing development who constitute over 70% of the neighborhood's population. These groups occupy different territories within the neighborhood and are often in conflict over proposed visions of Red Hook's (re)development. This paper will argue that Red Hook's apparent isolation has dramatically varying meanings and uses for the different communities that inhabit the neighborhood. Exploring three different urban imaginaries – the village, the ghetto and the frontier – the author demonstrates how each imaginary informs a particular understanding of the neighborhood's geography and culture, as well as arguments concerning proposed growth and development strategies. These urban imaginaries can be understood as cultural manifestations of class processes and positions, within which the neighborhood's incontestable isolation plays a pivotal and problematic role. Isolation is negative and imposed upon the ghetto; oppositional and celebrated within the village; valued and pursued through the frontier. The findings suggest that spatially as well as socially, isolation is neither culturally uniform nor politically neutral.

### ***What is Urban Studies? A Belated Answer to David Popenoe***

Ronnie A. Dunn (Cleveland State University), David Kasdan (Cleveland State University)

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The record of learned concern with cities is nearly as old as the city itself. In the past several decades, however, a distinct academic field of Urban Studies has emerged. Uncertain of the parameters of the newly emerging field of Urban Studies, David Popenoe, in the second issue



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of Urban Affairs Quarterly (1965), raised the question, What is Urban Affairs? This question is still asked today by (potential) students, businessmen, policy-makers, and even colleagues in other disciplines. The absence of a single, clear, realistic, and widely accepted conception of the nature and content of the field makes it a challenging question to answer.

Our objective in this paper is to help answer this question. We do this by describing the context, then the content of the field. A literature review and interviews with pioneers in the field were conducted to clarify and make explicit the context within which the field evolved. Next, a survey was administered to the membership of UAA to reveal the perceived structure of research and scholarship in terms of the subfields within the discipline. Lastly, a content analysis was conducted of the scholarly publications in *The Journal of Urban Affairs* between 1999 and 2007. This study defines Urban Studies as a structured field of inquiry steered by the complex, and ever-changing realities of human settlements that comprise the context of the field and steers the corpus of knowledge within it, which in turn, spans and draws from several disciplines along three primary dimensions; (a) people and places (b) abstract and concrete thought, and (c) the locus of control of individuals over the outcomes of action. These dimensions align the related activities, processes, products and problems presented by the context with the knowledge in the field, which then guides and facilitates effective action, enabling the study of patterns and trends in the mix of physical, biological, social, economic, and institutional domains in urban areas, integrating theory and experience, and resolving the complexities found within the context.

### ***Brownfields and Neighborhood Change: An Empirical Assessment of Environmental Gentrification***

Adam Eckerd (Ohio State University)

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Both theoretical and empirical research suggest that when locally undesirable land uses (LULUs) enter a neighborhood, the surrounding area is likely to experience decline and blight. A natural extension is to consider what happens to such a blighted neighborhood after a LULU is cleaned up. One outcome we might expect is that the neighborhood will gentrify. We analyze the relationship between brownfield cleanup and gentrification in Portland, Oregon during the 1990s. Despite finding clear evidence of gentrification, we find no relationship between the level of gentrification and higher levels of brownfield cleanup. Our results also call into question the prevalence of gentrification related displacement. This study makes three key contributions: first, it assesses environmental gentrification in regard to localized environmental improvements. Second, it analyzes gentrification at the level of resident defined neighborhoods, a level that most accurately captures the perspective of potential residents. Lastly, it assesses environmental gentrification by utilizing a composite gentrification index that is more informative than simple property value changes.

### ***Municipal Annexation: Does State Policy Matter?***



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Mary M. Edwards (University of Illinois)

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This paper details the effects of specific provisions of state annexation law on annexation activity. A sample of 862 cities containing at least 10,000 people that annexed during the decade of 1990-2000 is used to explore the effects. Ten different provisions of state law are included in the analysis, including whether the state has a boundary agency overseeing annexation and whether an election is required to complete the annexation process. Results show that some state provisions affect the rate of annexation. Cities that are able to annex noncontiguous areas are more likely to annex as are cities that allow annexation through petition of property owners desiring annexation. These provisions were expected to facilitate annexation activity. However, other likely facilitators had unexpected results.

### ***High School or Beyond: The Place of Place in Parsing the Gender Gap in Educational Attainment***

David Elesh (Temple University)

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Recent research has drawn attention to an increasing gender gap in educational attainment. While it has been known since the 1950s that women typically receive higher grades in school, it has only been since the mid-1980s that women have received a majority of bachelor's degrees, and it is the gender gap in college completion which has garnered the most attention. In this paper, I examine the gender gap at an earlier stage—the percentage who seek any post-secondary education—because the evidence suggests that the gap begins with a lower male enrollments in post-secondary education of any kind. Using data from national and metropolitan area surveys, I examine the role of size and type of place in addition to the individual, familial, and time characteristics in accounting for the gender gap. Existing research has paid little attention to the role of place, net of individual and familial factors. The results suggest that understanding the gap requires analyses that vary by place, time, and population subgroup.

### ***A Better Way to Zone***

Don Elliott (Clarion Associates)

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From its humble origins, Euclidean zoning has been "reinvented" at least three times over the past 90 years. In an effort to find the right balance between predictability and flexibility, we have experimented with performance standards, negotiated zoning, and form-based approaches. This session is based on the content of a recent book titled *A Better Way to Zone* (Island Press 2008), which analyzes why we never seem to be satisfied with this most essential of urban management tools.



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Research topics explored will include (1) how the structure of modern Euclidean-based zoning is based on failed assumptions about how zoning and land development work in the early 21st century; (2) emerging land use drivers that subject land use regulation to powerful forces and distortions that modern Euclidean zoning is not designed to address, and (3) how common evolved forms of Euclidean zoning violate basic and important principles of good governance.

In order to address these three failures of zoning theory, *A Better Way to Zone* charts a new, pragmatic approach to fixing urban zoning. Most importantly, this session will discuss ten sound principles to correct zoning's weaknesses, produce more livable cities, and make zoning simpler to understand and use.

While recent zoning discussions have focused on how cities should look, *A Better Way to Zone* focuses instead on how cities should operate. The underlying research paints a compelling picture of key facts and forces that need to be addressed for zoning to be truly effective over the long run. Only by balancing our new found interest in urban form with an equal focus on governance and urban functions can we hope to create cities that are sustainable, affordable, and efficient as well as beautiful.

Reviewers of *A Better Way to Zone* have concluded that: “*A Better Way to Zone* just may be the best book on planning and zoning since *The Zoning Game* was published in 1966” and “Sometimes you find a book that you wish you could give to everyone you work with -- *A Better Way to Zone* is such a book--it is a must-read for every professional planner, planning student, planning commissioner and city councilperson.”

### ***Emancipation Park: A Threatened Asset***

Dorris Ellis Robinson (Texas Southern University)

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One hundred-and-thirty-six- years ago freed men and women of Houston, Texas seems to understand what Daniel Burnham was going to say a century ago when they had the vision, the organization and implementation process necessary to establish the first park in Texas. They “made no little plan” and successfully raised funds to purchase ten acres of land to use as a public park for Negroes, a valued asset in 1872 with a legacy casting a wide net for future generations, making it their public space point of reference for active and passive recreation (Taylor, 1999). This paper is a single case study involving the historic Emancipation Park in Houston, Texas. It uses two focused groups to examine its historical management and leisure uses (Stephen, et al, 1990). It uses observation research to evaluate current usages and it uses a respondent attitudinal questionnaire of 100 stakeholders to measure a set of question-areas that include: The Park as a place for: Family gatherings, Sports and Exercise, Entertainment, Park Public Policy, Community Usage and Meetings and Quiet Time. Stakeholders include: Citizens within a five mile radius, friends of the Park, elected officials and city staff, religious, education and business community. The research also evaluates whether gentrification and



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sustainable development patterns are threats to the vulnerable low-to-very low-income predominately renter community, and seeks to learn its cumulative impacts. Lastly, the study explores if park users view Emancipation Park as an asset, a positive point in the quality of life, a place families use to improve health and fight obesity (Tucker, etal 2007) which is essential to Houston's "Get Healthy Initiative" and whether Houston sets policy and allocate funding for such?

### ***The LA School and Politics of Noir: Bringing the State Back In***

Steve Erie (University of California, San Diego), Scott McKenzie (University of California, San Diego)

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This paper reviews recent scholarship on Los Angeles. Two important components of the research agenda of the L.A. School are evaluated. The first proposes an alternative to the concentric circles model of urban growth developed by the original Chicago school. The second seeks to explain the rise of Los Angeles as a global city. We find that the L.A. school, like the Chicago school, pays insufficient attention to politics and political institutions. Understanding how Los Angeles developed from frontier town to regional imperium requires urban scholars to bring the local state back in. In doing so, we argue for a distinct west coast development model that explains both the state-centered development strategies chosen for Los Angeles and southern California's subsequent phenomenal 20th century growth and prosperity.

### ***Sidewalks and Social Exclusion: Connecting Fragmented Social Worlds***

Teri Fair (Suffolk University)

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Sidewalks are spaces where confluences of many forces meet: some global (deindustrialization), some national (stratification of race, class, and gender), and some local (restrictive and punitive policies toward street vendors). People who are excluded from social and economic opportunities often suffer from geographic isolation and extreme social control in the struggle to define sidewalk space. This paper will examine four sidewalk realities in urban centers in a phenomenological study to understand the intersectionality of multiple realities that shape social contact as well as social and political reality.

### ***Neoliberal Transformation, Public Transit Deterioration: Examining Chicago's Public Transportation System***

Stephanie Farmer (Roosevelt University)

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This paper interrogates how both neoliberalism and global city building are constructing new patterns of uneven geographic development and deepening existing inequality in urban areas by focusing on public transportation in Chicago. Chicago's transit system is confronting various crisis including operations budget shortfalls and a crumbling transit infrastructure. For the last three years, the Chicago Transit Authority (CTA) has threatened massive service reductions due to operation budget shortfalls. Meanwhile the system has experienced multiple mechanical breakdowns and 20 percent of the system was placed under slow zones due to the neglect of maintaining the system. Its capital stock is aged and is the oldest in the nation. The root of these problems are directly connected to state retrenchment in funding public services and the prioritization of limited capital funds given to global city transit projects instead of the everyday needs of the system. Recently, the city advanced plans to build a non-stop airport express service with non-stop service from both city airports to a downtown station. Yet both airports are already serviced by transit ? making it a redundant luxury service for the affluent, business travelers and tourist. Another priority is to expand the borders of the Loop by constructing a new Superloop, or Circle Line, in a two mile radius from the existing Loop. This service corresponds with the city's Central Area development plan sponsoring high end gentrification in neighborhoods surrounding the Loop and thus demonstrates how public infrastructure investment is used to enhance real estate values while deepening inequality. My case study reveals structural contradictions between the neoliberal accumulation regime and collective consumption, and the technical efficiency of transportation and everyday life undermine the conditions for the continued expansion and profitability of capital. The solutions pursued by political and business elites also reveal the shift away from neoliberal practices.

### ***When the Majority Doesn't Rule: Racially Diverse Neighborhoods in Metropolitan America***

Chad R. Farrell (University of Alaska Anchorage), Barrett A. Lee (Pennsylvania State University)

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Given the pernicious effects of racial segregation, it might not be surprising that most urban research has been preoccupied with neighborhood racial homogeneity rather than diversity. Indeed, the urban literature is teeming with assessments of the causes and consequences of racial segregation and traditional models of neighborhood racial succession assume diversity to be an unstable state at best. This is particularly the case when considering the mobility decisions of white neighborhood residents. Succession models predict that white flight in the face of growing racial/ethnic minority populations will ensure that most metropolitan residents reside in homogenous neighborhood racial contexts. Furthermore, the immigration-fueled growth of Latino and Asian populations in recent decades is assumed to exacerbate neighborhood succession as recent arrivals seek out homogenous enclaves. We depart with much previous research by concentrating on neighborhood diversity rather than homogeneity. In fact, we focus on a unique and theoretically relevant class of diverse neighborhoods: those with no majority racial/ethnic group. These no-majority neighborhoods are important for



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understanding neighborhood racial change because 1) they are by definition well past the tipping point for whites, and 2) research on neighborhood racial preferences suggests they should be very rare (i.e., all groups express an aversion to being outnumbered). Our study utilizes 1980-2000 census tract data to identify no-majority neighborhoods in the metropolitan United States. Using tract transition matrices, we track racial/ethnic transitions in these no-majority tracts in an effort to assess their changing prevalence, location, and composition. Using these data, we evaluate racial succession models and suggest alternatives that can better reflect the multi-group neighborhood context of American cities.

### ***Creating Community: An Examination of Creative Class Cities and Their Residents' Social Capital***

Emily Farris (Brown University)

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An influential body of literature suggests that human capital factors play an important role in creating economic growth in cities. Much of this literature focuses on the economic implications of attracting talented and creative individuals to communities. Other work argues that the civic development of a community's residents is critical to maintaining economic prosperity in that community.

I propose examining the capital building of cities in light of both dimensions – Creative Class and Social Capital theories. Situating the Creative Class within the Social Capital literature will add to our understanding of communities and their potential for revitalization. Using a large data set of 15,779 respondents in 25 communities, developed by the author from the Social Capital Community Benchmark Survey, this paper explores a range of cities scored on Florida's Creativity scale and their residents' social capital.

My research tests the claim by Florida that Creative Class communities and their residents are less hospitable to traditional forms of social capital. The Creative Class supposedly do not seek "the old-style community Putnam romanticizes" and "rarely wished for the kinds of community connectedness Putnam talks about" (Florida 2002, 281, 269). This work empirically examines the Creative Class's contributions to the civic life of their communities. If Florida is correct, Creative Class communities should have individuals less involved in formal forms of social participation while more involved in weak, informal forms of social participation.

Initial results show mixed but limited support for Florida's hypothesis. While both models for Formal Social Participation and Informal Social Participation show the Creative Community score to be significant, the substantive meaning of those results is practically zero. The lack of meaningful results regarding the Creative Class and their social capital in their communities questions the value of the efforts made by numerous cities as they have rushed to attract young, hip urbanites in hopes of revitalizing their communities.



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### ***Gentrification in an Intra-City Comparative Perspective: The Wynwood Arts District and Little Havana in Miami, Florida***

Marcos H. Feldman (Florida International University)

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Miami finds itself in the midst of the transformation of its skyline and inner city neighborhoods. Gentrification has taken root in the City of Miami's poorest neighborhoods and has advanced significantly in some of its oldest neighborhoods. Does Miami's unique socio-cultural context make a difference for the form of urban development? Does it matter that Latinos are not only the majority, but also have political power and that Latinos number among the area's most successful developers? Based upon ethnographic research with community stakeholders and spatial analysis of secondary data using GIS, this research describes the nature and extent of neighborhood gentrification in the City of Miami from 1990's to the present. Further, it compares two gentrifying neighborhoods with contrasting modes of gentrification, and analyzes the socio-cultural roots of these differences to consider the implications for the communities affected and their stakeholders.

### ***Reclaiming Democracy Through Civil Society: The Role of Education, Local Institutions and Community Organizing***

Barbara Ferman (Temple University)

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During the last several decades, the US has witnessed a shrinking of its political franchise, the development of a policy system that advantages fewer and fewer Americans at the expense of large segments of the public, and a general decline in the competence and trustworthiness of its political and corporate leaders. The shrinking of the political franchise has enabled a very selective part of the market to harness the powers of the state in pursuing its own narrow interests. This situation seriously imperils our democracy and our overall well-being, which, of course, are integrally connected. While national policy and actions have been the major contributors to this poor state of health, it is local governments that will bear the brunt of this situation. Similarly, it is at the local level that we can and must begin to develop the countervailing power necessary to challenge policies that are grossly unfair and practices that totally compromise our future as a democracy. In short, we need to re-engage those who have opted out of political and civil society in order to hold government accountable to more than just a privileged minority. Civil society is the only place that can generate enough pressure to compel the state to "put boundaries on the market" thereby protecting its citizenry.

The proposed paper will address the current state of our democratic franchise, the reasons for that state and some of the ways through which we can begin to repair the damage. I will suggest that these repair efforts involve rebuilding civil society at the local level. The key tasks



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include education and skill building, mobilization of citizens, and the development of opportunities for meaningful participation.

Specifically, the paper will discuss the role of education in providing the skills, knowledge and wherewithal to participate in civil and democratic society and the role of community institutions (primarily faith-based and educational ones) in providing opportunities for structured participation in the civic and political arenas. Education is particularly important because it directly engages more people than any other institution and because it is charged with instilling values, knowledge, and skills in our young people. Indeed, one of the original purposes of public education in this country was to promote citizenship. The community sector is critical because it is where people live, and, thus, “provides the primary place where citizens can engage in the personal relationship building so crucial to community coherence and to the formation of a collective political will.” (Warren, 2001:253) Moreover, by focusing on education and the community, we target two of the most important constituent groups: young people and those at the lower ends of the economic ladder.

The paper will draw on examples of faith based community organizing and school based, student led organizing efforts from cities around the country. The paper will also explore the role of universities in supporting community-based efforts that are focused on furthering democratic ends.

### ***Citizen Participation and Security Modules: A territorial solution to crime reduction and social cohesion in Mexico City?***

Arturo Flores (National Autonomous University of Mexico)

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Crime is one of the greatest problems faced in Mexico City. Since the arrival of left-wing administrations to the capital of Mexico, there have been a series of efforts aimed at reducing the inequalities caused by the neo-liberal model implemented throughout the last 25 years. One of these examples is the programme known as Citizen Participation and Security Modules (CPSM). Inspired by the Japanese Koban and diverse neighbourhood watch projects, the aim of the initiative is to develop spaces of government in territory where social actions are implemented through different citizen participation mechanisms. Focussing primarily at crime reduction, the scheme also seeks to increase people's capabilities, ameliorate their living conditions and facilitate the interaction of governmental offices with the average citizen. In the long run, this programme is expected to generate a process of what has been defined as democratic social cohesion. The objective of this paper is to analyse the implementation of the CPSM in Mexico City; the analysis covers the conceptual principles behind it, the main obstacles faced during its implementation, and those achievements reached. The paper concludes that the CPSM can be a positive scheme as long as there is the political will to not repeat previous corrupt patters followed by similar initiatives.



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### ***Geographic Variations in the 'Sold for a Loss' Housing Market in San Diego***

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Of the more than 4,000 homes sold in San Diego County between June and August 2008, nearly 63% were sold for less than they did at the time of the previous sale. Three-fourths of these sales involved homes that had last sold after the 2005 peak home value period in San Diego. While foreclosures are getting most of the attention in the housing crisis literature, many homes are selling for only slightly more than the "foreclosure price", especially if they are located in areas with a high percentage of bank repossessions. The impact of these losses, however, has been extremely uneven spatially. In this paper, I examine the geographic variations as well as some of the social and cultural factors associated with high levels of SFL homes. San Diego, like several other boomtowns, saw housing prices rise and then fall precipitously over the past decade.

Since homes that have sold recently are most likely to have declined in value since the last sale, it makes sense that many would be located in large, new housing tracts and, in San Diego, peripheral suburbs do have higher rates than older neighborhoods but there are other factors as well. Lenders targeted potential Hispanic buyers in San Diego with information that might well have been lost in translation. This, coupled with buyers from an increasingly violent Tijuana, has made for serious housing problems in San Diego's border neighborhoods. In addition, some minority areas in the central city with aspirations for higher ownership rates have also suffered, as even small and fragile gentrification efforts have proven illusive. At the same time, most older, wealthy communities, especially along the beach, have seen much smaller, but still significant, losses.

### ***The Contours of Mixed-Income Living in the Music City***

James Fraser (Vanderbilt University), Karl Jones (Vanderbilt University), Josh Bazuin (Vanderbilt University)

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One of the cornerstones of developing mixed-income housing has been to promote changes in impoverished neighborhoods through transforming social relations that constitute it. We report on a study conducted in four HOPE VI redevelopments in Nashville, Tennessee, to examine the ways in which people experience everyday life, and, in turn, how their homespace provides opportunities and obstacles for working towards an enhanced quality of life. We conclude with theorization on mixed-income living as it relates to urban redevelopment/city building more broadly.

### ***Race, Poverty, and Spatial Accessibility in New York City***



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Social scientists have long assumed that poor and minority neighborhoods are "under-retailed," with disparities in local access to goods and services contributing to the reproduction of disadvantage in inner-city neighborhoods. Yet we know surprisingly little about how these opportunities are patterned across U.S. cities, and recent research—the most systematic national study available—has raised questions about whether these old assumptions are in fact true. Building on this research, we investigate how race, ethnicity, and poverty shape spatial accessibility through a fine-grained analysis of one city, New York. The research combines micro-data on business locations drawn from the Dun & Bradstreet (D&B) database for 1992 and 2001 with data from the 1990 and 2000 Census, supplemented by information from city and state government. To document race/ethnic and economic disparities, our descriptive analyses use a kernel density measure to measure accessibility. While most such analyses have focused only on black/white differences, we will take advantage of New York City's ethnic diversity to compare accessibility for Asian- and Hispanic-Americans as well. Through multivariate analyses, we seek to understand the mechanisms through which race/ethnicity and income shape proximity to retail and consumer services. We derive and test predictions about the patterning of retail density from social science research on immigrant entrepreneurship and ethnic enclaves, retail markets, and the regulatory and physical environment of the city. The analysis is distinctive for its inclusion of a wide array of predictors; for its use of spatial econometric techniques to consider spatial externalities, and for its comparison of processes of inequality at two points in time. The findings of this research will provide information about how urban land use and economic development policy may exacerbate or alleviate race/ethnic and economic disparities in local access to retail and consumer services. These disparities have diffuse but potentially significant implications for the well-being and economic mobility of low-income urban families through their influence along the dimensions of time, money, and health. By indicating how race and ethnic effects are mediated, for instance by specific factors such as land use zoning, crime, siting of public housing, or transportation networks, our research will indicate the most fruitful policy areas on which to focus. If, on the other hand, race effects cannot be explained by market, built environment, or other observable factors, then racial discrimination may deserve more scrutiny as a factor in these patterns.

### ***The Role of Local Business in Post-Katrina Neighborhood Recovery in New Orleans***

Michael Frisch (University of Missouri-Kansas City), Jacob Wagner (University of Missouri-Kansas City)

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Economic development is an important element of urban redevelopment strategies (Blakely and Bradshaw 2002). On a neighborhood scale, economic development may require business



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development and retention strategies within a context of global competition for business locations (Cox 1995). Strategies that emphasize locally-controlled businesses try to keep profits and assets within the community and have the potential to be more socially responsive to local needs. How then might a "local business" development strategy assist with the needs of neighborhood recovery in Post Katrina New Orleans (Wagner et. al. 2008)? We start by examining the pre-disaster condition of economic development planning in New Orleans and the role of local versus non-local business in neighborhood development. The disaster planning literature posits that these pre-existing conditions have an impact of post-disaster outcomes (Webb ,et. al 2000). Then we describe how local business advocacy played a critical role in several neighborhood recovery processes within a "slow" planning process (Nelson et al 2007). Big developments that ignore the critical role of local businesses threaten the character of neighborhoods and the culture of the city. The local business recovery model has implications that may be applicable in "economic disaster" areas as well (Reese 2008). Blakely, EJ and Bradshaw, TK. 2002. *Planning Local Economic Development: Theory and Practice*, 3rd Ed. Thousand Oaks, CA: Sage. Cox, K 1995. "Globalization, Competition and the Politics of Local Economic Development?" *Urban Studies*, 32, 2: 213-224. Nelson, MN; Ehrenfeucht. R and Laska, S. 2007. "Planning, Plans, and People: Professional Expertise, Local Knowledge, and Governmental Action in Post-Hurricane Katrina New Orleans?" *Cityscape*. 9, 3. Reese, LA 2006. "Economic versus Natural Disasters: If Detroit had a Hurricane?" *Economic Development Quarterly* 20, 3:219-231 Wagner, J; Frisch, M and Fields, W. 2008 "Building Local Capacity: Planning for Local Culture and Neighborhood Recovery in New Orleans, LA." *Cityscape* November. Webb, G.R. Tierney TJ and Dahlhamer,, JM 2000. "Businesses and disasters: empirical patterns and unanswered questions." *Natural Hazards Review* 1 2: 83?90.

### ***Changes in Values in Urban Planning : The Point of View of Elected and Appointed Officials in the Québec Region in 2000 and 2008***

Winnie Frohn (University of Québec in Montréal), Laurence Gareau-Giguère (University of Québec in Montréal)

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The planning process and the role politicians play has been the object of various case studies but much less research has dealt with the values and norms that politicians apply to planning (Albrechts, 2003). Even less has been done on why politicians have these opinions and why they may evolve. Is it knowledge that they gain from urban planners for example and of what kind (Rydin, 2007)? This paper presents a follow-up on a survey made in 2000 about the values that influence choices in urban planning. A questionnaire had been sent to elected officials responsible for urban planning and appointed members of municipal planning committees in the region of Québec City (region 03 or "la région de la Capitale") in the Province of Québec in Canada. In other words, the research project examined the input of non-professionals who had an active role in the planning process. The questionnaire covered topics such as their priorities, what lay behind their projects and their opinions about what is important in planning. Among the



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159 respondents, 27 were interviewed in order to explore these themes more extensively. In 2008 a questionnaire was sent again to the previous respondents (except for respondents from the new Québec City (which had annexed other cities in the surrounding areas in the meanwhile). The objectives were to determine whether and why their ideas about planning had changed and what their priorities were now. Again, a certain number were interviewed in order to explore the values they held in their planning decisions and the reasons behind the changes in their attitudes about what is important in planning. In fact their priorities did change substantially. Some key factors were the influence of urban planners they had met and the changing situation of their community. .

### ***Understanding the Informal and Contested City: The Case of Belfast***

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Two main types of contested city can be distinguished: the first, where the conflict is centered on divisions of class, race, and ethnicity; and the second, where these fractures and frissons, and the state's role in addressing related issues of pluralism and equity, are inter-penetrated with long-standing dispute about the sovereignty and legitimacy of the state itself. In both cases, the concept of identity is assuming greater prominence in a politics of recognition and representation. It is a period that encompasses what appears to be contradictory dynamics of uniformization and differentiation, reflected in both the extension of globalism and the resurgence of tribalism. The former offers the potential of multiple identities, but within a power structure that mostly privileges the images, artefacts and idioms of neo-liberal capitalism. The latter offers retreat to forms of local bonding and cultural purity that contrast the intimacy and safety of familiar solidarities with the distance and dominance attached to global determinations.

Identity finds spatial expression in territory, which itself is socially shaped. While in many instances, territory will be accepted as natural and authentic, it is when its legitimacy, meaning, and ownership are contested that the role of power in its determination is most clearly exposed. This presentation will examine the contested and informal urban relations in Belfast within a global context to illuminate understanding about the contemporary city.

### ***Does Neighborhood Affect the Development of Low-Income, Minority Children? New Evidence from a Natural Experiment in Denver***

George Galster (Wayne State University), Anna Santiago (Wayne State University), Jackie Cutsinger (Wayne State University), Rebecca Grace (Wayne State University)

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The research aims to quantify how a variety of outcomes (health, education, employment, behavioral and demographic) for low-income, black and Latino children residing in Denver public housing for a substantial period are statistically related to various conditions in the



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neighborhoods in which they were raised. Data analyzed come from current and former residents of the Denver (CO) Housing Authority (DHA). DHA has operated since 1969 a Dispersed Housing program, providing low-income families with opportunities to live in scattered-site units throughout the City and County of Denver. Because the initial assignment of households on the DHA waiting list to either Dispersed Housing (typically in low-poverty neighborhoods) or conventional public housing developments (in high-poverty neighborhoods) mimics a random process, this program represents an unusual natural experiment holding great potential for overcoming methodological challenges in accurately measuring neighborhood effects on low-income children, inasmuch as it overcomes selection bias. The research was supported by NIH-NICHD and collected information from: (1) 766 telephone surveys with current and former DHA tenants whose children were the appropriate ages when they lived in DHA housing; and (2) U.S. census and local Denver administrative databases related to the characteristics of neighborhoods. The first source provides retrospective information on a battery of child outcome variables: health, education, employment, social skills and behaviors, and demographic histories. The second source provides a variety of neighborhood indicators measured at two spatial scales, so that neighborhood context can be richly operationalized in our statistical models. The findings will be of significance to both policy scholars and practitioners. In terms of scholarship, the findings should make several important contributions regarding the size of both contemporaneous and cumulative neighborhood effects on outcomes for low-income, minority children and the degree to which these effects vary across: developmental stages, outcome domains, and geographic scales of neighborhood, indicators of neighborhood characteristics. In terms of practical value, the findings will inform a longstanding debate about the aims and consequences of affordable housing policy for increasing opportunities for self-sufficiency through the location of subsidized households in places that enhance positive developmental impacts on low-income children.

### ***The Impact of Public Debate upon the Planning Process in Montréal: The Burden of Coherence***

Michel Gariépy (University of Montréal), Mario Gauthier (Université du Québec en Outaouais)

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The Island of Montreal has witnessed major institutional upheaval over the past years, with the fusion in 2002 of all its 28 municipalities into a single one, the City of Montreal, and the subsequent withdrawal of 13 of them following a referendum in 2004. An unsettled issue since has been the distribution of roles and responsibilities with respect to planning between the central city and its 19 boroughs, on the one hand, and between the City of Montreal and the surrounding defused cities, on the other. In theory, the City of Montreal is responsible for the overall vision and major planning orientations: they were spelled out in its 2004 Master Plan and a series of major spatial policy documents (for instance, the Montreal Transportation Plan, the Policy for the Protection and Development of Natural Areas policy). Boroughs were subsequently responsible for conveying these through their various planning by-laws. And the



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adoption of each document was made the subject of public debate through a series of public participation mechanisms. From an intensive research carried out over the past two years and a monitoring of these debates, our paper discusses some results: what were their procedural features, who was involved in them and above all, what impact they had upon the content of these documents. If sustainable development was part and parcel of each of these documents, it remains essentially a legitimizing concept for public administrators, translated in a requirement for public participation. To evidence any further substantial content for the concept, the Master Plan needs to be contrasted with its implementation through the other policy documents and the planning by-laws of the boroughs. And therein lies a major contribution of sustainable development: it renews a long-standing challenge for public action, the burden of coherence between the actions of the various levels of the Montreal municipal administration.

### ***Teardown Sales and Land Values in New York City***

Michael Gedal (New York University), Ingrid Gould Ellen (New York University), Vicki Been (New York University)

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What factors influence the decision to redevelop (tear down) residential properties in large cities? Are sales prices for teardown properties affected solely by locational characteristics of the property as theory predicts, or do structural characteristics also influence price? How can information of teardown sales be used to improve estimates of land values? This study addresses these questions by examining residential teardown activity and property sales in New York City. Rosenthal and Helsley (1994) theorize that the value of land for teardown properties will be equal to the sales price plus any demolition costs. They further argue that as long as demolition costs are relatively low, the sale prices of teardown properties provide a good estimate of land value. Rosenthal and Helsley predict that teardown sales prices will reflect only a property's location and not any of its structural characteristics. Building on Dye and McMillen (2007), we use a two-stage "Heckit" model to test this prediction. A first-stage probit model identifies the structural and locational factors that affect the probability of teardown. Second-stage sales price regressions estimate the effects of structural and locational characteristics for teardown sales, including controls for teardown selection bias. In their examination of teardowns in Chicago, Dye and McMillen find that structural characteristics do not influence prices for teardowns, providing support for the hypothesis that teardown prices provide a good estimate of land value. The purpose of this study is threefold. First, we replicate Dye and McMillen analysis for New York City and compare results. Second, we offer a series of methodological improvements. Third, we use results to estimate the value of land in New York City.

### ***Capturing Contemporary Housing Dynamics: Neighborhood Value Versus Change***

John I. Gilderbloom (University of Louisville), Joshua Ambrosius (University of Louisville), Matt J. Hanka (University of Louisville)



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This study analyzes how the operationalization of the dependent variable on neighborhood housing valuation models shapes the coefficients on the predictors. We demonstrate that traditional ways of measuring housing valuation (neighborhood median value) may mismeasure the contemporary impacts of social conditions and policy interventions with effects only detectable in the short-run. A more-traditional approach overstates the negative impact of race in its analysis when the impact of race may actually diminish, disappear, or switch signs when examining contemporary changes. Such traditional analysis reinforces racism and segregationist tendencies; and may miss the impacts of contemporary housing policy interventions (historic preservation, HOPE VI, and university-community partnerships). This leads us to question the use of median neighborhood values in contemporary housing analysis. Rather, dependent variables capturing contemporary dollar or percentage changes better allow researchers to identify current neighborhood-level trends in the housing market.

### ***New Urban Communities: Building for America's Next Generation***

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In Part I of the paper, I first introduce the concept of new urbanism, which is central to the understanding of the first two cases. These cases are examples of "new urbanist" developments built on former industrial sites. New urbanism is a planning concept that emerged in the 1990s to address the placeless character and sprawling nature of suburban America. The premier examples of the concept, however, have been isolated greenfield developments that may make for better suburbs but do not address the underlying problems of sprawl. After introducing the concept of new urbanism and its limitations when applied in the suburbs, I then present the cases in this paper, which demonstrate how the concept has moved from suburban greenfields to urban brownfields. Built between 2000 and 2006, Glenwood Park in Atlanta and Hercules in San Francisco's Bay Area show how brownfields can accommodate single-family homes, multi-family apartments, and appropriately scaled retail stores and other commercial uses. They also are examples of the public and private partnerships required to clean up the sites and codify the new planning model. Glenwood Park is on the 28-acre site of an abandoned concrete plant two miles east of downtown Atlanta. It has been rebuilt as a traditional town, with several parks, 50,000 square feet of retail space, 20,000 square feet for offices, and 350 single-family homes, apartments, and condominiums. During construction of the \$165 million project, developers recycled 120 million pounds of buried concrete and 30 million pounds of wood chips. Unlike typical suburbs, with their predominance of single-family homes, Glenwood Park's housing variety supports a broad diversity of residents and its easy access to MARTA reduces auto-dependency. In California, the city of Hercules has created a new mixed-use town on the site of what was at one time the world's largest dynamite plant. Changing market dynamics led to the end of dynamite production in the middle of the 20th century, and by 1960, the 1,300-acre plant



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was producing fertilizers and other chemicals. Foreign competition led to the company's demise and by 1976 the plant closed and much of the property was sold off for development in support of the booming demand for residential property in the Bay Area. While the bulk of the land was suitable for development, the plant's main production area of 167 acres was heavily contaminated. Lead, zinc, nickel, chromium, and petroleum hydrocarbons existed at levels that far surpassed health and environmental standards. A \$12 million, 12-year cleanup starting in 1985 removed 60,000 tons of contaminated soil and left all but 11 acres suitable for residential development by 1997. Since the clean up, the site has been transformed into a model "new urbanist" community with a mixture of commercial and residential uses and a focus on pedestrian accessibility to a commercial town center and several neighborhood parks. In Part II of this paper, I demonstrate how brownfield sites can function as alternatives to the suburban shopping mall. In the latest phase of retailing one-upmanship, shops are relocating from enclosed shopping malls to what has been described as a lifestyle center - a place devoid of the traditional anchor store and the enclosed pedestrian mall. These new shopping extravaganzas are open-air venues with on-street parking, wide sidewalks, and street trees. Many even have housing above the shops in a manner reminiscent of the traditional and much-loved main streets of the nineteenth and twentieth centuries. In a world on edge, with never-ending wars on terror, unpredictable economies, and ceaseless global competition, these new main streets may be desirable because they help residents maintain a sense of roots in times of social and economic change.<sup>9</sup> I begin Part II with a discussion of the lifestyle center as an alternative to the enclosed suburban mall then present the two cases. Atlantic Station just north of Atlanta's downtown is the first example of the lifestyle center as main street phenomena. At over \$2 billion, the former Atlantic Steel site is the largest brownfield clean up in the U.S. The 138-acre project will have 11 acres of parks, 2 million square feet of retail, 6 million square feet of offices, and up to 5,000 homes, from single-family bungalows to small studios. With support from the Environmental Protection Agency, the U.S. Army Corps of Engineers and the State of Georgia, contractors removed 165,000 tons of contaminated soil and recycled 132,000 cubic yards of other materials. Like Atlantic Station, Bay Street in Emeryville, California is also an example of a mixed-use lifestyle center built on top of a heavily contaminated site. To get Bay Street built, the city spent over \$36 million to acquire the site's five parcels (which in some cases required eminent domain) and clean up the site. The city did this even before any developers had shown interest in the property, which was full of arsenics, pesticides, and petroleum products. The site was at various times home to makers of paints, insecticides, and sulfur. After winning judgments against the former property owners, the city recouped much of the money it invested in clean up and decontamination. Moreover, the city expects \$1.3 million in property taxes and \$900,000 in sales taxes to flow into the city's treasury every year. In Part III, I conclude by discussing the opportunities and constraints to the types of brownfield developments presented in this paper. While these cases represent improvements to typical suburban development patterns, they also have limitations. Lifestyle centers cater to a wealthy clientele and turn their backs on the public realm. While the enclosed mall is dead - replaced by a faux main street, this is not the typical public street. It is a private street with rent-a-cops and closing times. Large retail floorplates,



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parking ratios sized for the suburbs, and monotonous rows of stacked flats are the new reality on today's "main" street. Nor are these "streets" main anymore as they are disconnected from the larger urban fabric and turn a blank wall to the real public realm. In the new urbanist villages of Hercules and Glenwood Park, success has led to increased property values outside the development and contributed to the increasing gentrification of long-standing neighborhoods. Despite these and other problems, these cases do demonstrate how brownfield development can accommodate residential and commercial uses more frequently found in America's suburbs. With public and private collaboration, these new urban communities have succeeded in replacing dynamite factories and concrete plants with neighborhoods that respond to the needs and desires of America's next generation.

### ***Alternative Revitalization Strategies: Housing in St. Louis***

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American cities have attempted a number of strategies to revitalize declining and marginal neighborhoods?from slum clearance under renewal, to neighborhood advocacy and services under Model Cities, to the various forms of public/private partnerships of today. Even where other public resources have filled the gaps left by the decline in federal funds, the contemporary work of neighborhood revitalization strategies can be difficult, particularly in cities in which both the dynamics of local housing and the capacity of local leaders remains weak. This paper explores the mechanisms of contemporary urban development using the case of two neighborhoods in St. Louis, Missouri. St. Louis is a city that has in the recent past typified the sort of political, economic and demographic characteristics that makes strong revitalization strategies difficult. The two neighborhoods chosen for analysis typify the range of strategies available to local leaders, one emphasizing the creation of new housing subdivisions and the other renovation of historic buildings. In both neighborhoods, patterns of redevelopment emerge as both effective and sustainable interventions in local housing markets, with local political leaders, individual entrepreneurs and local non-profit housing organizations playing the most important roles. In both, redevelopment creates a market-led process of increased housing values and spillover effects in terms of additional investments in both the housing and commercial sector, as well as improvements in quality of life issues such as crime reduction and increases in resident satisfaction and involvement. Data for this study will come from original surveys conducted in an all-African-American, increasingly poor community and from an integrated, more mixed-income community. Both neighborhoods are located in the City of St. Louis. Survey data will be integrated with data on public and private investments in the two neighborhoods (drawn from real estate transaction records and records of municipal support) as well as small-area crime data. We develop our understanding of neighborhood stabilization by



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examining the relationship between attitudinal data from our surveys with real estate and crime data from the same neighborhoods.

### ***Homeownership Opportunities for Public Housing Residents through Participation in IDA Programs***

Angela M. Gobar (Jackson State University)

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Homeownership Opportunities for Public Housing Residents through Participation in IDA Programs To date, homeownership remains the most viable option in terms of building assets and creating wealth in America. The Individual Development Account (IDA) is an asset-building tool that is promoted nationally to help low-income and low-wealth individuals begin to enter into the economic mainstream of society. These accounts encourage savings behavior among the working poor by offering them a monetary match of their deposits. According to Mills (2004) published findings from a national survey conducted by ABT Associates, Inc., on the effects of IDAs on homeownership indicated that 41 percent of the 537 participating IDA group members used their accounts for home purchases. Public housing residents may be among the working poor who are not fully participating in the economic mainstream of society. Therefore, according to Freeman (1998) reducing dependency in public housing as in welfare is a major concern among policy makers. The general perception that public assistance should be temporary was a major impetus behind welfare reform and is the catalyst for proposals designed to promote self-sufficiency among public housing residents. Vale (1998) documented residents' views in a study with tenant organizations among Boston public housing developments which indicated interest in homeownership was high among residents and interest in homeownership varied independently of education level and current employment status. Therefore, could public housing residents benefit from IDAs as a tool to asset-building for homeownership? This paper explores the benefits of IDAs for low-income individuals and more specifically, it explores the use of this tool to move residents of public housing into homeownership. Three case studies are presented that demonstrate some benefits derived from IDA participation. The paper also provides some policy recommendations for expanding asset-building strategies to meet the housing affordability gap of low-income, low-wealth individuals.

### ***Defining Place in the Wake of Catastrophe***

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The 9/11 attacks on the World Trade Center and the post-Katrina flooding of New Orleans refocused both national and local agendas by drawing attention to the issues of coastal restoration, global warming, sustainable development, and poverty. These attacks also revealed that catastrophes have the potential to mobilize new coalitions around an equitable and



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sustainable urban agenda (Goldberg 2005). This paper argues that perception of place, especially seeing an urban place as problematic, e.g. in terms of economic development, environmental sustainability, affects the potential for such coalitions to form. Findings based on qualitative analysis of media coverage, coalition reports, and interviews show that in New York, post-9/11 coalitions were able to develop a long-term policy agenda and overcome a history of indifference and even polarization in part because organizational members held a shared understanding of lower Manhattan and the World Trade Center site as a problematic place. In New Orleans, organizations seeking to form such coalitions have had difficulty primarily because they do not share the same understanding of various neighborhoods in New Orleans. Overall, this study seeks to draw conclusions about the importance of perceptions of place in developing broad-based post-catastrophe coalitions advocating for a more sustainable and equity-based urban agenda.

### ***Neighborhood Environmental Health Conditions as Risk Factors for Type 2 Diabetes among Older Adults***

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**BACKGROUND:** The rising prevalence of Type 2 diabetes imposes a growing burden in both industrialized and developing countries. Physical and social factors in the neighborhood environment may influence the risk of diabetes through such risk factors as inactivity, diet, and obesity. Residents in neighborhoods with fewer parks, more traffic, higher crime, and poorer perceived safety may be less physically active. Further, the chronic stress of living in an unsafe or deprived neighborhood may lead to insulin resistance and metabolic syndrome, which can increase the risk of Type 2 diabetes. This study investigates the association between neighborhood environmental factors and incident cases of Type 2 diabetes. A deeper understanding of this association could suggest interventions useful in prevention. **METHODS:** This research uses data from a nationally representative, longitudinal study of around 12,000 older people and their partners living in the community in England. The longitudinal data include data from in-person questionnaire interviews and physical measurements and biological samples (including fasting blood sugar levels and glycosylated hemoglobin) taken by nurses. Neighborhood-level variables include perception of vandalism and graffiti in the neighborhood, and the perception of whether the neighborhood is safe for walking alone after dark. Two waves of questionnaire data were merged, and regression models were used to examine longitudinal relationships between neighborhood-level variables and incidence of diabetes. **RESULTS:** After adjustment for individual-level characteristics (age, gender, self-reported social status, frequent vigorous activity), perception of neighborhood conditions was found to be associated with a higher incidence of Type 2 diabetes. **CONCLUSIONS:** The association between physical and social conditions of the neighborhood environment and Type 2 diabetes among older adults deserves further investigation.



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### ***Democracy and Deliberation: Toward a New American Social Compact***

Jane A. Grant (Indiana University-Purdue University Fort Wayne)

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Important public policy decisions facing the United States in the 21st century, including the pursuit of environmental and economic sustainability, health care reform, and a more just and equitable world, require the participation of experts, citizens, elected leaders, public officials, and a range of nonprofit and private sector actors. To clarify both values and priorities on any of these issues, a new form of democratic deliberation needs to be developed and then integrated into our public decision-making process. This paper will review various models for democratic deliberation that have been proposed by scholars and practitioners in the last several decades. It will select a set of deliberative institutions that may be useful in addressing these public policy issues in the United States and lay the groundwork for further research to systematically evaluate these new and emerging models. This project is an extension of the work developed in Jane A. Grant, *The New American Social Compact: Rights and Responsibilities in the Twenty-first Century* (Lexington Books, 2008.)

### ***Civic Capacity Building in Challenging Environments***

David M. Greenberg (MDRC)

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Camden, New Jersey is consistently one of the poorest cities in the country, although it exists within one of the nation's most prosperous regions. This paper gives a broad overview of redevelopment strategies and processes in Camden during a five-year period in which the city was held in receivership. It defines the term redevelopment both as actions taken by the Camden Redevelopment Authority and its designees according to state statute, but also as broader strategies advanced by public and private actors to revitalize the city. In summary, while CRA proposed extraordinarily ambitious plans in many areas of the city, the most sweeping of these plans did not advance. During this period, however, smaller-scale redevelopment processes did proceed, many of them facilitated by CRA but often advanced by CDCs, private developers, and major public institutions. Although a single case, Camden's recent experiences present rich, textured, and varied processes. Our analysis draws on 200 interviews and observations, and will elaborate sub-cases in different neighborhoods. It addresses the following questions: Which capacities on the part of local actors seemed most important to advance redevelopment in Camden, and which processes seemed associated with greater success? Analysis includes those strategies and processes which 1) built on existing strengths and capacities; 2) relied on effective participatory processes and the limited use of eminent domain; 3) advanced legal and technical aspects of redevelopment; and 4) effectively coordinated with State and market actors. While some of the visions for change articulated during initial hopes of the receivership period have not been realized, Camden is not unique in facing challenges to revitalization. Our research speaks to ways that urban development processes play out in cities



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with historic capacity challenges like Camden, and what challenges and tradeoffs actors in these cities face as they embrace ambitious change goals.

### ***The Revival of the Streetcar in the United States: An Evaluation***

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Cities across the United States are reinventing a common transport mode from a century ago: the streetcar. Streetcars are different from light rail because of their street-level operating environment. Several cities, such as New Orleans, have never abandoned their streetcar operations. Newer systems operate with vintage trains (e.g. Little Rock) or with brand new vehicles (e.g. Portland). According to organizations like the Community Streetcar Coalition and the American Public Transportation Association's Streetcar and Vintage Trolley Committee, at least 40 cities have plans to add a streetcar operation. Supporters see streetcars achieving a number of outcomes. New operations can coalesce a neighborhood, spur economic development, and ease traffic congestion. Detractors are unsure of their success and suggest that development along corridors is heavily subsidized. Another factor is that funding for new projects may be difficult to obtain. This paper and presentation seeks to evaluate the status of streetcar projects in the U.S.

### ***A longitudinal assessment of voucher portability in Illinois' Housing Choice Voucher Program***

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As cities and regions rely increasingly on voucher-based assistance programs to provide affordable housing for low-income individuals, many questions remain as to the effectiveness of such programs at creating improved residential choice for program participants. Specifically, when people use their housing voucher to move to a new location, how do new neighborhood conditions compare to prior conditions? Past research looking at this question, particularly that focused on the Gautreaux consent decree and the Moving to Opportunity demonstration program have revealed mixed results in terms of long term place-based improvements for movers. Current thinking suggests that for some voucher-assisted households, multiple moves may be necessary in order to realize significantly improved conditions. This research takes a quantitative approach to analyzing one voucher mobility strategy, voucher portability, in Illinois' Federal Housing Choice Voucher Program. Using methodology similar to that of Feins and Patterson (2005) and Climaco, et al. (2008), this research links program administrative data with Census geographies to construct longitudinal household histories from 2000 to 2007 for all program participants in Illinois. Using this longitudinal dataset, I model the probability that a household will make a portability move with its voucher based upon household and



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neighborhood characteristics. I also explore the distinctions between neighborhood attributes for those households making multiple moves under portability during this time period. Specifically, can these longitudinal data help policymakers and program administrators improve the effectiveness of mobility counseling for movers while maintaining participant location choice? The results of this research will prove invaluable to program administrators, policymakers, and local government in their continuing work to create high-quality, supportive communities for Housing Choice Voucher participants to call home.

### ***Equity and the Social Distribution of Transportation Accessibility in Detroit***

Joe Grengs (University of Michigan)

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Transportation accessibility is the "ease of reaching places," and its power as a measure lies in the ability to evaluate the success of a transportation system by simultaneously accounting for both transportation infrastructure and land-use patterns. Planners and engineers have traditionally focused not on accessibility but on mobility, which disregards land-use patterns and focuses exclusively on facilitating movement. This focus on mobility prevents addressing distributional issues because roadway links, not people, are the central concern, creating the false impression that mobility benefits are spread uniformly across the population: all vehicles regardless of a driver's race or income may travel at the same speed. Accessibility measures, in contrast, are properties of people and places. We know that both accessibility and population groups are distributed highly unequally throughout regions, but we do not know how they coincide. This case study of the Detroit metropolitan region uses a gravity-based model to test differences in accessibility among places and people. Data sources include the 2000 Census of Population and Housing, Public Use Microdata Sample, business establishments from InfoUSA, and data from travel-demand models. Are some categories of people "by race, ethnicity, class, and poverty status" systematically disadvantaged in their ability to reach jobs and essential destinations? How much difference does car ownership make? Findings include: (a) The most advantaged places in the region are inner-ring suburbs, nearly all of which have mainly white residents; (b) Racial and ethnic minorities tend to live in zones with higher levels of job accessibility than whites as a group "80 percent of blacks experience higher accessibility to jobs than whites. (c) Although most blacks are advantaged by virtue of their central location, 20 percent of blacks are extremely disadvantaged because of living in households without cars; (d) Blacks, Latinos, and people in poverty households show considerable disadvantage in reaching some nonwork destinations such as shopping and grocery stores.

### ***Community Art Spaces and the Cultural Economy: Exploring the Local and Regional Connections***

Carl Grodach (University of Texas at Arlington)

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Much research has focused on understanding how cities and regions attract, retain, and develop creative activity and, ultimately, how this activity translates into economic growth (Florida, 2002; Scott, 2004). In this regard, there is growing recognition of the arts and artists as economic drivers (Markusen and Schrock, 2006). However, little research specifically examines how particular arts institutions and organizations foster development. This study contributes to this line of research by examining the roles and perceived impacts of small and mid-sized art spaces in the production and reproduction of artistic milieus and the implications for local and regional economic development. Neither museum nor commercial gallery, these flexible and multifunctional spaces may at once serve as performance space, gallery, art school, incubator, resource center, and outreach center. Given their flexibility, how do small and mid-sized art spaces contribute to cultural economic development? Do they focus more on production or consumption-oriented activities? Related to this, do they enable artists and arts organizations to foster linkages within the wider cultural economy or do they primarily work within arts communities? To examine the research questions, the study draws on in-depth interviews with art space participants and organizers in the Dallas-Fort Worth region. The paper will discuss the extent to which the art spaces support artistic communities and link artists to other commercial cultural sectors. The primary contribution of art spaces is that they function as a conduit for building social networks and social capital-- intangible resources that traditional economic development subsidies do not provide-- while contributing to local revitalization. However, for a variety of reasons, they generally do not foster linkages with other cultural clusters, despite evidence that artists often work in other cultural sectors themselves. The paper concludes with proposals for better integrating the work of art spaces into the regional cultural economy.

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### ***New York Tourism: Dual Markets, Duel Agendas***

Jill Simone Gross (Hunter College, CUNY)

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This paper examines recent trends and issues in the NYC tourism market with a reconsideration of tourism as a driver of economic revival. It considers the new tourism interest in Harlem, Queens and Brooklyn and, drawing on original research examines the role of local agencies and local communities in the transformation of downtown Brooklyn. These attempts to re-brand neighbourhoods have to be seen in the context of a dominant Manhattan and well established images of the city and its attractions. The paper explores the possibility of a 'dual' tourism market as some visitors are drawn to the re-branded neighbourhoods outside Manhattan.



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### ***Charter Schools, Urban Nonprofits and Neighborhood Revitalization: A Comparison of New York City and New Orleans***

Charisse Gulosino (Brown University)

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An ethnographic urban study of Somerville, Massachusetts shows that when neither city hall nor the commercial business sector is well-resourced or well-developed, this context offers both constraints and opportunities for changing leadership and civic engagement in relation to the activities of local nonprofits. Research methods consist of qualitative in-depth interviews of Somerville residents who are in some way involved in local affairs (most of whom are genuine community leaders), attendance and note-taking at community meetings, and review of local newspapers, city planning documents and other written materials. The paper argues that a particular configuration of Somerville's city government sector and city business sector contributes to creating an open public space for civic and political involvement of community nonprofits. The combination of a long absent politically active strong business class elite plus a relatively parochial ethnic and class based city government defined until very recently by a system of private patronage appears to facilitate this public space. Newer immigrant groups from Central America, Haiti, and Asia have had a more difficult time in entering this space compared to the "old guard" of formerly-working class Irish and Italian 2nd, 3rd and 4th generation immigrants who run the city, and compared to young (and not so young) middle and upper middle class urban professionals who are making inroads into city governance. However, even new immigrant groups who face of significant obstacles do engage to some extent though sometimes indirectly.

### ***Issues of Contested Governance of the Lumbee Tribe of North Carolina: The Story of the "Second Class Indians"***

Judi T. Haberkorn (University of North Carolina at Pembroke)

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For more than 100 years, the Lumbee Tribe of North Carolina has been denied federal recognition by the government of the United States. The lack of federal recognition stands in stark contrast with the State of North Carolina's recognition of the tribe as well as the decision to grant all Lumbee's United States citizenship. The Lumbee tribe consists of over 40,000 members, is the largest tribe east of the Mississippi River, and the majority of Lumbee's live among the southeastern cities of North Carolina. This paper will address the historical developments that led up to the current state of affairs for the Lumbee's. In addition, this paper will enumerate the far-reaching effects of this issue of contested governance including but not limited to: the effects on tribal governance and tribal relations, as well as the negative implications on the health and well-being of the tribe members, and the financial impact on the cities in which they live.



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### ***Creating Jobs in America: Case Studies in Local Economic Development***

Darrene L. Hackler (George Mason University)

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The paper examines the evolving local economic development context from the perspectives of four localities to understand how government can accomplish the attraction of industry and creation of jobs within a global economy. The case study localities include economic development examples focusing on-shoring and industrial diversification. In Lebanon (Russell County), Virginia, state and local governments worked with CGI and Northrop Grumman to attract their investments in a U.S.-based technology center that is fostering a rural economic transformation. In Northeast Pennsylvania, the state and nine counties are working to transform the region into Wall Street West that will support New York City's financial services sector with the assistance of a U.S. Department of Labor WIRED grant. In Williamson County, Tennessee, the community is diversifying its economic base by recruiting biotechnology and bioscience industries, like BMTI, to the region. Finally, in Ann Arbor, Michigan, state and local partnerships were created to grow the internal talent and diversify the regional economy of Ann Arbor and Washtenaw County. The paper concludes with ten policy recommendations for federal, state, and local and regional governments, calling for collaboration among government and the private and nonprofit sectors to facilitate better economic development outcomes in rural and metropolitan areas. In addition, the paper underscores the importance of developing an intergovernmental forum on economic development which is less parochial, offers greater flexibility to time horizons and local context, and recognizes that multiple stakeholders from a variety of public, private, and nonprofit sectors should be at the table.

### ***Foreclosures in Neighborhood Context: Lucas County, Ohio, 1998–2007***

Daniel J. Hammel (University of Toledo), Peter S. Lindquist (University of Toledo)

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The dramatic increase in residential foreclosures in U.S. cities over the last several years has become one of the largest issues facing policy makers, but throughout the later half of 2008 the focus has been on the issues of global finance and not on the effect of foreclosures on neighborhoods and the people living in them. This research involves an examination of the changing pattern of foreclosures and the characteristics of the neighborhoods most affected by them. It is set in Lucas County, Ohio which provides an interesting case study. The city of Toledo dominates the county, but it also includes many of the city's more affluent suburbs. While, the region has moderate housing prices and a homeownership rate that is almost identical to the national rate, it has higher than average unemployment and consistently ranks near the top of U.S. metropolitan areas in both the number of foreclosures and the foreclosure rate. This paper has two parts. In the first part we use both foreclosure filings and sheriff's sales to map and analyze the pattern of foreclosures in Lucas County from 1998 to 2007. Previous research suggests that more recent foreclosures have moved into suburban areas and present



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a somewhat more dispersed pattern. Our findings suggest while this trend is identifiable in Lucas County, the more common situation is an increasing concentration of foreclosures in areas with already high foreclosure rates. In the second part we employ pycnophylactic reallocation to create probability density surfaces for foreclosure penetration and a range of socio-economic and housing market variables. Finally we compare the surfaces for each variable to characterize high foreclosure areas.

### ***Race, Suburbs, and Bad Decisions: Predicting High Foreclosure Neighborhoods***

Matthew J. Hanka (University of Louisville), John I. Gilderbloom (University of Louisville),  
Joshua Ambrosius (University of Louisville)

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Louisville, Kentucky presents an ideal local case study of the national foreclosure crisis. Using public data on foreclosures filed during the first half of 2007, this study examines intra-metropolitan variation in the proportion of a neighborhood entering foreclosure. We supplement this data with U.S. Department of Housing and Urban Development (HUD) foreclosure rate estimates over a longer 18-month period (2007-first half of 2008). OLS predictors include neighborhood-level housing characteristics, socio-demographics, and other geographic variables. The results confirm previous findings on median housing value (negative) and percent nonwhite (positive). We further find that foreclosure rates are lower in older neighborhoods and those experiencing high appreciation over the recent housing boom (2000-2006). The authors further examine geographic differences by splitting the sample into urban (inside the inner beltway) and suburban (outside) submarkets. Not surprisingly, the city's minority-dominated west-end shows higher foreclosure rates than the city's affluent east-end. What was surprising is the documentation that outer-ring suburbs exhibit higher foreclosure proportions than inner-ring suburbs, which contradicts previous research arguing that inner suburbs are distressed. We theorize that rising transportation costs from far-out suburbs/exurbs to downtown jobs contributes to high foreclosure rates in these areas. An examination of foreclosures' mortgage terms, interest rates, and loan amounts provides additional context to a sociological discussion of the regression results. Policy implications are presented.

### ***The Forces Shaping Inner-ring Suburbs***

Bernadette Hanlon (University of Maryland Baltimore County)

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This paper identifies the primary forces shaping inner-ring suburbs in the United States. The housing stock in many aging, inner-ring suburbs is outdated and requires capital for remodeling and revitalization. At the same time, the demographics of inner-ring suburbs are rapidly changing. Add to this mix the issue of fiscal stress among aging inner-ring communities. This paper examines forces related specifically to housing market dynamics; metropolitan



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fragmentation; changing suburban demographics; and labor market restructuring. Reviewing past literature as well as offering more recent data analysis, this paper provides a theoretical framework for further investigation of the dynamics of growth and decline in U.S. suburbia.

### ***Shaping Urban Agendas: An Examination of State Intervention in Local Policy Arenas***

Chelsea Haring (Governors State University), Richard Hula (Michigan State University)

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It is surely not an overstatement that the past twenty-five years have seen a dramatic transformation in the American political process. This transformation has been complex, and has a number of important dimensions. One obvious force driving this change is a growing cynicism about the overall capacity of all public institutions. Following the apparent failure of a number of large-scale public initiatives in the 1960's and 1970's, the American public has become less willing to support such government interventions to reduce social problems. Indeed, government is more and more seen as a source of social ills, and much less frequently a potential solution to them. Certainly what most observers once saw as the inevitable expansion of the federal welfare state now seems far from inevitable. What is noteworthy about this skepticism about the utility of government is that it cuts across partisan and ideological lines. While much contemporary political rhetoric is framed in relatively straightforward antigovernment terms, actual policy changes have been much more complex. Existing political institutions are constantly analyzed and reconstructed. Of course, attacking existing political institutions as a means to promote policy change is a long-standing tradition in American politics. This tradition is particularly rich in local and city politics where successive waves of reformers have used restructured institutions to force a reorientation in public policy. This paper examines an important aspect of the relationship between state and local authorities in this new environment. We are interested in the use of alternative implementation strategies in the production and delivery of governmental goods and services. We focus particularly on tracing efforts of state officials to use such strategies not only as implementation tools, but as potential mechanisms to bring about substantive policy change through a restructuring of political institutions and ultimately local governing regimes. The argument here is that local agendas are being transformed not simply through the enactment of new state programs or mandates, but also through a restructuring of local institutions.

### ***Defining 'Community': An Interdisciplinary Perspective***

Katrina Harmon (University of Louisville)

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"Community" has long been recognized as an important concept in the urban context, considered a catalyst for change as well as a contributing factor to overall quality of life. Although widely used, the term "community" often goes undefined. At the same time, the



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perceived decline of community over the last several decades has prompted widespread efforts to re-capture it. This paper reviews the literature across several social science disciplines to explore the concept of “community,” with a particular emphasis on the role of the built environment. An interdisciplinary perspective of community has the potential to improve our understanding of the concept and, therefore, our attempts to measure it and to enhance it.

### ***Unequal Prosperity in Chicago's Professional Service Sector: The African American Experience***

Elsie Harper-Anderson (Chicago Urban League)

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The professional service sector has become an increasingly important component of the Chicago metropolitan region's economy. However, minority participation and prosperity in this sector, for both by entrepreneurs and corporate workers, has not grown at the same pace as it has for whites. Despite supplier diversity initiatives put in place to incorporate minority entrepreneurs into the procurement process at a few mainstream firms, the minority share of economic activity and financial rewards remains low. This study was commissioned by the Chicago Urban League to help them better understand the motivations, challenges, success factors and barriers for African Americans who are employed in or own businesses in the professional service sector in Chicago. I find that changes in the structure and operation of the professional service sector industries have created a network of loosely attached employees and small firms who are unstable and vulnerable. The professional services sector has evolved into a complicated web of workers attached to big corporations, often part time, contingent, or contracted. The workers often formally establish themselves as "firms" essentially to provide a structure to find, secure, and assume all risk for their own employment security. The rise of the professional services sector was based on the practice of outsourcing a set of functions and tasks previously conducted internally to external more specialized firms. This practice has spread to a wider array of tasks and now involves a great share of individuals making work in the professional services largely an entrepreneurial endeavor. Because a great deal of the work is project based, it leaves workers vulnerable to navigate all of the barriers which have traditionally impeded African Americans in the workplace (for example access to networks, negative racial stereotyping, etc.) in addition to new ones related to technology. I also find that the culture of politics, which has ruled Chicago for a long time, trickles down into every aspect of business including these rather small contracts. However, in the context of the new professional service sector, where work contracts must be negotiated much more often and with a broader array of people, the impediments are multiplied. The findings for this research are based on online survey responses, in-depth interviews and focus groups with African American professional service workers, entrepreneurs and mainstream procurement officers.



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### ***Building and Sustaining New Mixed-Income Communities: Experiences in the Memphis HOPE VI Program***

Laura E. Harris (University of Memphis)

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The HOPE VI program presents local governments with an opportunity to create new communities in the place of economically distressed areas with poor quality housing stock. These new communities include a range of types and costs of housing, and some also include commercial or retail development. Memphis has four areas being redeveloped that are funded in part by the federal HOPE VI program, and all are at different stages of redevelopment and reoccupancy. This paper will explore aspects of reoccupancy and sustainability in the new communities, including: the criteria for reoccupancy for subsidized households; efforts at community building; and, challenges faced by the developers or property management companies. The paper is based on interviews with former public housing residents at these sites, housing authority staff, developers, and property management staff, as part of a larger multi-year evaluation of the current Memphis HOPE VI grants.

### ***The Importance of Rent-Seeking By the Private Legal Sector for a Metropolitan Political Economy***

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The major goal of this study is to differentiate legal sector power from the power of all pressure groups collectively. The available evidence for metropolitan settings documents the importance of economic power resources for specific sectors. Intra-sector power resources are major antecedents and explanations for economic bias in a metropolitan society. Legal sector economic power generates a separate correlation with income inequality, controlling for pressure group power resources that accrue to collective interest in aggregate. Statewide, the economic power resources of the legal sector play an autonomous role. Controlling for Mancur Olson style pressure group regimes, power resources for the legal sector specifically can make a big difference in who gets what. The quality of governance for society is shaped by which individual sectors get what resources and how they use them, either for private wealth or the public good.

### ***Policy Networks and Local Development Decisions***

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Urban policy emerges from the network of interdependent government and non-government interests within metropolitan areas. Largely absent from the urban policy literature is analysis of



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how the structural relationships between actors in the regional policy network shape the cooperative actions and development decisions of local governments. This study extends the institutional collective action framework (Feiock, 2007) to the policy area of economic development. Although recent work employing the ICA framework has provided some evidence on how the shape of policy networks influence the formation of joint ventures for economic development and local service delivery decision (Feiock, Steinacker and Park, 2008; Andrew, 2008), a finer level of analysis is needed to systematically explore the conditions under which cooperation occurs among local governments. This study identifies the characteristics of the economic development network in a sample of large MSAs and explores how the relations among policy actors influence intergovernmental relations. The findings suggest that government decisions on forming interlocal agreements and development decisions is influenced by their relations with government and non-government policy network actors.

### ***Brownfield Redevelopment in the City of London, Ontario: Identification of Sites Using Historical GIS and Evaluation of Policy Measures***

Michael Hayek (University of Western Ontario), Godwin Arku (University of Western Ontario), Mathew Novak, (Univeristy of Western Ontario), Jason Gilliland (University of Western Ontario)

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Brownfield redevelopment has become a critical policy issue of the federal, provincial, and municipal governments in Canada because of its contributions to sustainable urban development and improvement of quality of life in urban areas. As a result, various levels of government are taking measures to encourage the redevelopment of abandoned, idled, and under-utilized industrial and commercial facilities in communities where such properties exist. In spite of these policy efforts, the issue has received very little attention in the planning and economic development literature in Canada. More specifically, there has been no systematic study on the scale, geographic distribution, location and remediating efforts in the City of London, Ontario. This study has two-fold objectives: One, to uncover the nature and scale of brownfields in the city. We accomplish this objective by building an inventory of sites using current and historical city business directories and historical GIS. Two, to evaluate the effectiveness of policy measures aimed at encouraging the remediation of various sites. This objective is to accomplish through in-depth interviews with developers (n = 20) and the City's planners with experience in brownfield redevelopment (n = 5). Gaining deeper insights into the processes that govern the redevelopment of brownfield sites will aid in the development of theories and policies directed at successful redevelopment programs. In doing so the results will advance the progression of successful programs aimed at revitalizing inner cities which is consistent with the concepts of smart growth and urban sustainability. Our results find that thus far the incentives provided by the City of London have not been adequate in promoting brownfield redevelopment. The main obstacles to redevelopment are the massive amounts of financial investment required for clean-up and redevelopment as well as the perception of



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liability. However, our historical inventory suggests that there are a large amount of brownfields in the City and thus there is potential for redevelopment.

### ***Urban Policing in Belfast: Rewriting the Social Contract in Northern Ireland***

R. Allen Hays (University of Northern Iowa)

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During the 50 years of Protestant political dominance in Northern Ireland from 1922 until 1972, the provincial police force, the Royal Ulster Constabulary (RUC) was overwhelmingly Protestant and was viewed by Catholics as an instrument of Protestant domination and oppression. The following 30 years of sectarian struggle against British and Protestant authorities further deepened the chasm separating Catholic communities from the police. Following the Peace Agreement of 1998, the Patten Report on policing set forth a blueprint for a new social contract between the police and the community, including both Catholics and Protestants. This paper is based on 75 qualitative interviews with Belfast leaders from all walks of life, plus extensive reviews of documents and media reports. It explores the implementation of the Patten recommendations, with particular attention to the community policing provisions and how the proposed and actual changes in policing affect working class Protestant and Catholic neighborhoods. The challenges faced by residents of Belfast in redefining their relationships with the police mirror those of many diverse urban areas, in which the residents have tried to make their police forces more representative and responsive to all elements of the urban community.

### ***Facilitating US Local Climate Change Initiatives: Local and Regional Government Air Agencies Structure and Capacity***

Lauren Heberle (University of Louisville)

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Despite, and in some cases due to, the Bush Administration's resistance to establishing effective climate change policy, mayors across the United States have signed on to the U.S. Mayors Climate Protection Agreement. Many states and local communities have developed or in the process of developing climate action plans. As the U.S. moves closer to implementing a national policy on green house gas emissions, there are crucial questions about which state and local agency structures will be best suited to administer which aspects of climate action plans. Cities and states with plans already in progress and agencies with experience implementing local strategies may have better success in implementing future Federal initiatives at the local level. However, climate protection requires an interdisciplinary approach and many state and local governmental agencies are not structured to facilitate this sort of approach. This paper examines whether Air Pollution Control Agencies are well positioned and have the experience and capacity to implement certain aspects of climate protection initiatives. This paper takes an



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inventory of the air agencies across the nation, providing a big picture view of how they are currently addressing climate change. By examining where agencies are structurally located, what their current mandate is, and the sources and extent of their resources, we can begin to understand obstacles and opportunities local and regional governments face in the implementation of future climate protection initiatives.

### ***Cities in the 21st Century: Engaging Citizens in Zoning Decisions***

Gail Gunst Heffner (Calvin College), Paul E. Haan (Healthy Homes Coalition)

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With the vast technological changes in American life over the past few decades including the rise of the Internet, text messaging, cell phones, ipods, people are spending more time alone isolated from face-to-face interaction and communal exchange. Scholars have documented this phenomena as leading to an overall decrease in social capital and less citizen engagement and deliberation on important public issues. This has ripple effects in all sectors of society including our cities, where residents often do not participate in robust deliberation about policy options that have implications for their lives.

This presentation will explore how one Midwestern city— Grand Rapids, Michigan—has involved citizens in an on-going participatory process to contribute first to the City's Master Planning Process and more recently to the deliberations regarding a form-based Zoning Code. United Growth for Kent County, a citizen-based coalition that unites residents, landowners, businesses, and higher education to promote positive land use throughout West Michigan, has played a significant role in making the urban-rural connection and in fostering civic engagement. With funding from the Dyer-Ives Foundation, United Growth for Kent County developed a public education initiative to help citizens deepen their understanding of the new Zoning Code and facilitated citizen engagement and deliberation about zoning options to strengthen urban life. The process of listening to community voices and involving them in decision-making is critical for policy makers seeking to build a city that fosters social equity, environmental sustainability and economic vitality.

Dr. Gail Gunst Heffner of Calvin College and Mr. Paul Haan, Executive Director of the Healthy Homes Coalition will argue that citizens engagement in zoning decisions must begin with education but it cannot end there. Deliberation is needed between and among citizens as well as between citizens and policy makers.

### ***Promoting School Readiness and Early Grade Success in Neighborhoods: Findings from Nine Cities***

Leah M. Hendey (The Urban Institute), G. Thomas Kingsley (The Urban Institute)

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There is growing recognition that children's early years are the most important for successful physical, emotional, social and intellectual development. There is also an increasing awareness that many programs and advocates within the early childhood arena, ranging from Head Start to Medicaid to home visiting and child care programs, operate within their own silos and do not coordinate with each other to develop a more complete set of policies and goals that support positive early childhood development. With funding from the Annie E. Casey Foundation, the National Neighborhood Indicators Partnership began a cross-site project in nine cities to engage local partners to develop and apply data to help motivate and support a comprehensive school readiness system in their community. This paper reports findings from this cross-site work, including the extent to which school readiness "systems" existed or could be organized in each city, how children's risk of not being healthy and prepared to succeed in school varied by neighborhood and how school readiness was being measured.

### ***Housing Affordability Problems for Urban American Low-Income Households: Inclusive Planning for New and Recycled Affordable Housing Development in Texas' Largest MSA's***

Alfred B. Henson (Prairie View A&M University)

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As housing affordability for urban low-income households becomes more difficult in and near urban centers, an examination of Texas' largest MSA's is needed to discover how zoning and a lack of zoning impacts housing affordability inside Dallas and Houston's urban boundaries. The problem is that aging housing stock and the demand for affordable housing units allow city governments to create land banks for affordable housing that is not necessarily affordable for low-income households. The question is: Is there planning advocacy for low-income-households who deserve a stake in their community, and does zoning play a role in sustaining housing affordability? The urban boundaries for both MSA's were established based on each jurisdiction's PMSA using GIS and 2000 census data to identify low-income communities at the census tract level. Once these areas were identified, new construction permits were reviewed in each MSA's identified census tracts to locate new or recycled affordable housing development inside and outside the urban boundary. After determining the amount of affordable units for low-income households that was built or recycled since 2000 was consistent with the literature that argued for more affordable housing units, the question of representation was then examined by reviewing planning commission outcomes for affordable housing development and development variances in the identified census tracts. The amount of opposition by and for citizens who were directly impacted by housing development was small in comparison to middle income household representation at planning commission meetings in both MSA's. The findings show that urban housing affordability is more sustained in Dallas due to clustered poverty in zoned residential areas, whereas Houston's lack of zoning offers more of an opportunity for affordable infill housing, new affordable development, and recycled housing in urban neighborhoods, or established wards, where community organizations become the providers of development



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services for low-income households. The study implies that despite the land use regulation differences, low-income households are under represented when decisions are made to change neighborhood dimensions and regardless of cheaper land prices outside the urban boundaries of these two MSA's, low-income households in low-income census tracts need sustained housing affordability to avoid future dislocation and segregation.

### ***“Do what you know, learn what you don’t”: The Achievements of African Americans during the Late 19th and Early 20th Century***

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Much of what is written about African American history during the post Civil War period reveals a time of great challenge and purpose. Following the Civil War, recently freed African American slaves sought new opportunities in Delaware County, IN. With these opportunities came social change. In the 1920s, Robert and Helen Lynd published their famous Middletown Studies Project, later revealing that Muncie had served as the model American city. Despite their claims of representation, the Lynd's neglected to include one piece of information – ethnic diversity and its legacy in the development of Muncie. Recently Dr. Luke Eric Lassiter, Mary Riley and a team of researchers corrected this oversight with the collaborative and award-winning, *The Other Side of Middletown: Exploring Muncie's African American Community*, ethnographic project. As significant as this project has been, what remain unexplored are the 19<sup>th</sup> century antecedents that provided the firm foundation on which Muncie's African American community flourished. The paper proposed here will examine the cultural and economic ethnohistory of the African American population in Delaware County between 1870 and 1920. This research is part of a larger project that will rely on under-utilized primary source documents from the late Victorian era to reveal valuable clues regarding African American experience and economic growth in Muncie, IN. Furthermore, these sources will illuminate how African Americans enhanced their economic development; doing what they knew best in order to learn how to achieve social advancement during a time of great struggle and discrimination.

### ***Urban Fiscal Austerity: A Canadian Perspective***

Robert A. Heuton (Wayne State University)

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The annual challenge for local government officials everywhere is to balance the budget and maintain tax millage increases at minimums. This fine-line juggling act transpires in an environment of increasing taxpayer demands, reductions in transfer payments from senior governments and a continuously changing political landscape. In Canada, the broad neo-conservative agenda of the past 15 years has taught Canadians many lessons. When we slash spending on basic social services, our urban landscapes become much harsher and more



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unforgiving places. When we boost immigration to unprecedented levels without making the necessary investments needed to help these future citizens establish themselves and their families, thousands of newcomers are consigned to the economic and social margins of our large cities. When we allow unfettered market forces to drive urban development, our cities buckle beneath the weight of gridlock, sprawl, and declining air quality. This paper will present results from an on-line survey circulated across Canada to gather information from local officials on the fiscal challenges of budget balancing, while at the same time providing quality services to local residents. Preliminary findings suggest that Canadian municipalities are struggling to sustain municipal services; however, local officials remain caught up in a cycle of restructuring, reinventing and reworking political structures rather than facilitating innovative urban management to meet the challenges of the 21st century. There is little doubt that the locus of most of our social and economic problems in the future will begin in urban places and large cities.

***“I can make better decisions with my life and future”:* An Evaluation of the Unhooked Women in Prostitution Program**

Julie Hilvers (Loyola University Chicago), Bhoomi Thakore (Loyola University Chicago)

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This report analyzes data gathered from an ongoing participatory evaluation research project of the “Unhooked” Women in Prostitution program. This represents a partnership between Loyola University Chicago’s Center for Urban Research and Learning (CURL) and the Christian Community Health Center’s (CCHC) Footprints Division. Unhooked is a one-day 8-hour diversionary program for women arrested for prostitution in Cook County, Illinois. The intervention integrates HIV, hepatitis, and substance use education. This project was funded through a grant from the Department of Health and Human Services - Substance Abuse and Mental Health Service Administration (SAMHSA). Footprints staff collected outcome data through the GPRA (Government Performance Results Act) survey at three points-in-time and an HIV Knowledge Questionnaire to measure change in knowledge and attitudes about HIV/AIDS using a pre-post design. Participants were also invited to complete a Client Satisfaction Survey, which assesses participants’ opinions about and satisfaction with the Unhooked program. This process data is supplemented by focus group data with Footprints staff. Overall, the findings indicate that women have benefited from this program. GPRA data show that reported substance abuse behavior decreased and attitudes changed from the month before their participation to one-month and three-months after. Results from the HIV Knowledge Questionnaires indicate that overall, participants gained increased knowledge about HIV/AIDS, including risk factors, symptoms and the progression from HIV to AIDS. In the Client Satisfaction Surveys, participants described positive experiences with the Unhooked class, especially regarding the negative aspects of prostitution and drug use. In addition, some participants implied that Unhooked facilitated a positive change in life perspective and may cause them to reevaluate their future behavior. Data from the staff focus group pointed to



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strengths and weaknesses of the program, as suggestion for how the program could be improved in the future.

### ***Do Economic Developers Practice What We Preach?***

Rod Hissong (University of Texas at Arlington), Carl Grodach (University of Texas at Arlington)

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Do Economic Developers Practice What We Preach? A long-standing concern of planning and policy scholars is the extent to which the body of theoretical knowledge is adopted and applied by practitioners. In the case of economic development, cities have long emphasized financial incentives, physical infrastructure development, and marketing despite evidence suggesting that these strategies often fail to produce their intended benefits (Peters and Fisher, 2004). Other scholars assert that investment in human capital is a more productive use of time and resources over the long-run (Mathur, 1999). More recently, research emphasizes the economic importance of preserving and enhancing culture, environment, and quality of life (Clark, 2004; Florida, 2002). Surveys of and interviews with economic development practitioners in the 1980's suggested that they eschew rational planning activities and, by extension the guidance of academics (Levy, 1990) in favor of responding to private sector demands essentially because it makes their job easier (Rubin, 1988). Although much has changed over the last two decades, recent case studies in the UK find that when cities do seek the advice of scholars, they follow only the most established names in the field and ignore alternative voices (Boland, 2007). Little research actually seeks to understand if and how local economic officials rely on the advice of scholars writing in their field. Do economic development officials continue to view sales and marketing as the most important aspects of their work? What economic development theories and scholarly work do local officials incorporate into their programs? What are the context and rationale for doing so? What are the impediments to more theoretically informed economic development practice? We will address these questions through a survey of the directors of public and quasi-public economic development agencies across the United States. We randomly select agencies in cities to include a representative sample based on city size and geographic region. References Bolland, 2007, Unpacking the Theory ? Policy Interface of Local Economic Development: An analysis of Cardiff and Liverpool, *Urban Studies*, 44(5/6);1019-1039. Clark, T. N. 2004. *The City as an Entertainment Machine*. (Oxford: Elsevier). Florida, R. 2002. *The Rise of the Creative Class*. (New York, Basic Books). Levy, J. 1990. What local economic developers actually do. *Journal of the American Planning Association* 56(2):153-160. Mathur, V. 1999. Human Capital-Based Strategy for Regional Economic Development. *Economic Development Quarterly*, 13 (3): 203-216. Peters A and Fisher, P. 2004. The Failures of Economic Development Incentives, *Journal of the American Planning Association*, 70(1), pp. 27-38. Rubin, H. 1988. Shoot anything that flies, claim anything that falls: Conversations with economic development practitioners. *Economic Development Quarterly* 2(3): 236-251.



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### ***Geospatial Perspectives on Urban Research***

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This paper discusses geospatial perspective in urban research through geographical information systems (GIS). Disciplines in which geography and location are critical variables rely extensively on GIS to present data visually in maps, analyze spatial relationships, and answer research questions. For example, education has spatial context because schools are located in communities, neighborhoods, and areas of metropolitan regions that influence learning and teaching. The GIS approach to studying and presenting data recognizes the role of place on shaping schools and neighborhoods. GIS brings together data from different sources and integrates these data into a powerful research tool that can help researchers better understand complex relationships and more effectively communicate these relationships with policy-makers and community leaders.

### ***Atlanta's Religious Community and the 1983 Campaign for Public Toilets***

William W. Holland (Georgia State University)

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Responding to growing presence of the homeless poor on the streets of the city in the early 1980's, elements of Atlanta's religious community responded by mobilizing its resources to create a system of free night shelters, soup kitchens and support services. Hoping to develop a community-wide consensus to address the problem, the organized religious community convened a diverse task force. The first campaign of the task force was to call on city government to establish public toilets in the downtown area. This proposal placed business interests concerned about the city image in conflict with those concerned with the needs of the homeless, elderly and non-consumer. The year long campaign which followed placed these groups in a period of conflict played out in the context of racial politics and black political realignment. While the immediate campaign was unsuccessful, differential framing of the campaign splintered the movement and shaped the trajectory of the subsequent contention. Drawing on interviews and archival data, this study examines how early contention and the subsequent interpretation of that contention shapes the prognostic and diagnostic framings movements utilize to structure collective action. This campaign is interpreted using the lens of social movement theory and urban political economy.

### ***The Greenhouses Effect: A Comparative Analysis of National Green Building Techniques in an International Context***

William G. Holt (Vermont Law School)

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As global energy and environmental issues exacerbate, green building techniques have emerged as a way countries deal with urban developments in a sustainable manner. This paper compares green building programs in the United Kingdom, United States, and New Zealand. First, this project looks at the origins of the British Building Research Establishment (BRE), United States Green Building Council, and New Zealand Green Building Council. Next, the paper examines the national standards established under the BREEM (British Research Establishment's Environmental Assessment Method), LEED (Leadership in Energy and Environmental Design) and GreenStar New Zealand programs. Then, the paper compares and contrasts the effectiveness of these programs. In conclusion, the paper looks at the future efforts of these programs and their revisions.

### ***The Low Income Housing Tax Credit and Residential Racial Segregation***

Keren M. Horn (New York University), Ingrid G. Ellen (New York University), Katherine O'Regan (New York University)

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This paper analyzes an under examined but critical dimension of the Low Income Housing Tax Credit (LIHTC)?its potential impact on racial and ethnic segregation. The LIHTC program is currently the largest subsidized housing program in the country. By the end of 2005, the LIHTC program allocated \$7.5 billion in federal tax credits and supported the development of over 1.5 million housing units. However, there are no federal regulations governing the siting of developments. Moreover developers who build in high-poverty areas, which are often areas of high minority concentration, are awarded higher tax credit amounts and given priority when credits are allocated by state and local housing agencies. A growing number of advocates and observers worry that the lack of oversight, coupled with the priority bump in basis points given to developments in high poverty census tracts, may lead the LIHTC program to locate housing units in areas of minority concentration, potentially heightening segregation. This paper explores the role of the LIHTC program in shaping levels of segregation among blacks and Hispanics in metropolitan areas. We use data from HUD and the census to examine the siting patterns of the LIHTC program, and compare the racial composition of the neighborhoods where LIHTC units are constructed to the racial composition of the neighborhoods where voucher holders live as well as the neighborhoods where other new construction is built. By looking at units developed between 1987 and 2005, we determine if units erected early in the program are more likely to be sited in areas with large minority populations, than those built more recently. Using metropolitan segregation indices, both dissimilarity and isolation for the period between 1980 and 2000, we investigate if higher numbers of LIHTC units are correlated with higher levels of MSA segregation. Finally, we explore whether giving priority to projects built in qualified census tracts or to nonprofit developers is tied to levels of metropolitan segregation.



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### ***Public Participation & Community Economic Development: A Model of Participatory Democracy***

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This paper explores the role of participatory democracy in community economic development (CED) and presents brownfield redevelopment as an apposite forum for the fusion of the seemingly rival discourses of community and economic development. CED can be described as increasing capital gains while spreading the benefit to the entire community and seeking benefits that are not solely financial but also inclusive of other aspects of local quality of life. Because it is desirable for both investors and community residents and creates a situation in which diverse parties are drawn together, brownfield redevelopment, in principle, can reconcile the objectives of community and economic development. Based on criticisms of the traditional public participation process and an examination of the applicability of the theoretical premises that underlie such approaches, this paper argues that a participatory democracy model of public participation is the most effectual means of carrying out CED. A participatory democracy model of public participation endeavors to represent a broad range of interests and involve participants throughout the planning process, from initiation through decision implementation and monitoring. Education is promoted through a collective learning process where all participants acquire and share information and all participants accept responsibility for policy decisions thereby facilitating decision implementation by resolving conflicts during the planning process. Also included in this paper is a discussion of the implications for local governance brought about by the devolving federal system and increasing economic globalization. These factors have created a contemporary system of local governance characterized by partnerships which engage a plurality of institutions and organizations alongside local authorities to resolve local issues.

### ***"Everything Must Go!" Modeling Local Business Bankruptcy Hot Spots in a Neighborhood Context***

Nancy Hudspeth (University of Illinois at Chicago)

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This paper compares two Getis-Ord spatial hot spot analyses of Chicago businesses that filed bankruptcy between 1997 and 2003. The first model uses locations of all bankrupt businesses that were licensed with the State of Illinois; the second uses a significantly smaller dataset consisting only of those bankrupt businesses that had been registered in Dun & Bradstreet's MarketPlace lists. Comparison of the neighborhoods identified as "hot spots" by each of the models illustrates the strengths and limits of both approaches. While the dataset drawn from Dun & Bradstreet's list is limited, the model generated is more nuanced because it incorporates some attributes of the establishments. In contrast, the larger dataset suggests that "mom and



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pop? businesses in minority communities are under-represented in Dun & Bradstreet, but that they may be over-represented in bankruptcy hot spots.

### ***Changing Agendas in State Environmental Policy: The Case of Brownfield Cleanup and Economic Development***

Richard C. Hula (Michigan State University)

Changing Agendas in State Environmental Policy: The Case of Brownfield Cleanup and Economic Development

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Brownfield redevelopment has become an important theme in environmental policy as both federal and state governments rush to implement new programs to redevelop land parcels that are "abandoned, idled, or underused industrial and commercial facilities where expansion or redevelopment is complicated by a real or perceived environment contamination." This paper explores the diffusion of these state level brownfield programs. As an introduction, the first section provides a brief description of the policy context in which these new programs have developed. The second section outlines a framework to describe key elements of emerging state programs. The third section reviews past research comparing state level environmental policy. An effort is made to sketch a more adequate theoretical basis for interstate comparisons in the fourth section. The final section of the paper tests a set of hypothesis about the diffusion of innovative state brownfield programs.

### ***Neighborhood Satisfaction, Physical and Perceived Characteristics***

Misun Hur (Ohio State University), Jack L. Nasar (Ohio State University)

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Researchers from many disciplines, including sociology and planning, have examined neighborhood satisfaction. The research has focused more on the personal, social, and psychological dimensions than on the physical environment in relation to neighborhood satisfaction. When studies include physical characteristics, they tend to look at the perceived physical characteristics, overlooking the impact of the physical environmental features on neighborhood satisfaction. Health researchers interested in the relation between environmental characteristics, physical activity and health outcomes have discussed the need to study the links between personal and physical features of the environment at various scales. Furthermore, while studies have repeatedly found ?aesthetics? related to physical activity, and other studies have identified physical attributes of environments related to ?aesthetic,? pleasingness to the eye, research has not examined the link between physical and judgmental ratings of those attributes, nor has it looked at the link between those measure the neighborhood satisfaction or housing value. This study identifies both physical and perceived attributes, including aesthetic variables that affect neighborhood satisfaction. It does this through a comprehensive structural



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regression model of neighborhood satisfaction, a combination of a confirmatory factor model and a structural model. It includes various physical and perceived attributes of the neighborhood. The study centered on 321 residents in Franklin County, Ohio. In addition to a survey of the residents, the study included physical observations and Geographic Information System (GIS) analysis of their neighborhood. This way it captured forty measures for analysis. A structural regression model reveals the underlying structures among factors: the links between the physical attributes of the environment, resident perception of those attributes, resident's satisfaction with constructs related to the neighborhood satisfaction. Methodologically, the study demonstrates advances in data collection through its on-line survey, on-site observation via a personal digital assistant (PDA), and GIS.

### ***GIS and Urban Sustainability***

Sungsoon Hwang (DePaul University)

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The premise of sustainable development has been increasingly embraced by urban scholars and practitioners. At a similar rate, information technology has expanded its influence on the way in which urban affairs are managed. Among others, the use of GIS has widened in urban affairs, from facility management to public participation. Given these contexts, two challenges seem to be present. To those who want to incorporate the ideal of sustainability to urban affairs, the concept of sustainability is too ambiguous to be put into practice. To those who want to streamline the process in which business is conducted using GIS in the face of interconnected sets of urban problems (e.g., air quality & public health), GIS is implemented in a fragmentary fashion. I think the partial antidote to two challenges mentioned above is GIS, and urban sustainability, respectively. That is, GIS that helps us make sense of urban sustainability and come up with creative solutions, and urban sustainability that helps us rethink the nature of tasks to be addressed by GIS. It also should be noted that both should be addressed together, not separately. I am proposing GIS as the analytical framework of urban sustainability, and urban sustainability as the conceptual framework of GIS. This involves exploring the intersection (or symbiotic relationship) between GIS and urban sustainability. I mainly conceive each to be opportunities to one another, and will elaborate on how those opportunities can be best utilized.

### ***Leveraging Partnerships in the Community to Address Future Anti-Poverty Approaches: A Developing HOPE VI Case Study in Local Entrepreneurship***

Stanley E. Hyland (University of Memphis)

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Paper Title: Leveraging Partnerships in the Community to Address Future Anti-Poverty Approaches: A Developing HOPE VI Case Study in Local Entrepreneurship Author: Stanley E. Hyland Topic Category: Poverty, Welfare, and Income Inequality Meaningful partnerships and



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comprehensive community initiatives have become a common vocabulary of anti-poverty approaches in every sector—private, public, non-profit and grassroots. This paper sets the assessment of leveraging partnerships in the context of the federal HOPE VI Program. More specifically the HOPE VI program goal was to leverage public and private dollars, as well as federal and local dollars to support the implementation of a coordinated case management systems that would enable more public housing residents affected by HOPE VI to gainful employment. Using a mid-size city, Memphis, TN that received four HOPE VI grants over a ten year period, this paper examines how and why a city with limited resources took on the roles of funder and advocate for coordinated and comprehensive case management in the HOPE VI Program. The second part of the analysis involves an assessment of their effectiveness and lessons learned from the experience. The final part of the paper examines how this case study contributes to the larger literature on comprehensive community initiatives and future anti-poverty programs.

### ***The Construction of Nocturnal Capital City, Istanbul in Ottoman Empire at the Turn of the Century***

Nurcin Ileri (Binghamton University)

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Streets and nights of the nineteenth century Istanbul witnessed quotidian stages of the great economic and social transformations that the Ottoman Empire underwent as increasing population and emerging political grievances of all kind began to form a modern urban life. Facing these changes, the Ottoman State had a rising concern with rendering its subjects “visible” by illuminating the streets of nocturnal capital city: Istanbul’s streets were made from darkness (read: danger) into enlightenment (read: docile). In nineteenth century modern urban life, subjects of the modern-states became visible as spectators and objects of sights in public places where hegemonic administrative policies were entrenched in order to regulate and control the populations with the discourse of public security. This new face of social life reshaped the streets and nights as modern political public space-times whereby citizens had encountered and been captured by the State as visible actors, both docile and threatening. During the nineteenth century, the Ottoman State spent a particular effort in Istanbul in order to regulate and order the nocturnal capital city with these concerns. However, the operating discourse of the State in ordering the streets and nights appeared to be the establishment of “public security” as well as the provision of comfort, convenience, and attractiveness. In this paper, I aim to illustrate the nocturnal city as a multifunctional space of new meanings articulated in the quotidian life of ordinary people as well as a site of the modern Ottoman State’s governmental policies as the imaginaries and discourses around development/progress/socialization vis-à-vis control/suppression/surveillance began to shape “space and subject” in the nineteenth century Ottoman Empire.



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### ***The Metropolitan Response to Foreclosures: Studies in Regional Resilience***

Daniel Immergluck (Georgia Institute of Technology), Todd Swanstrom (University of Missouri-St. Louis), Karen Chapple (University of California, Berkeley)

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Housing foreclosures have swept across metropolitan areas, leaving behind devastated households, disrupted communities, fiscally distressed municipalities, and damaged regions. The national discussion of the foreclosure crisis has focused on national policy, specifically on the failure of the federal government to regulate subprime lending, the proximate cause of most foreclosures. In the absence of strong national regulations and programs, states and localities have been forced to step in and deal with the challenge of spreading foreclosures. Little or no systematic research has been conducted on metropolitan responses to the foreclosure threat. Subprime loans and foreclosures have not been confined to central cities but can be found throughout metropolitan areas, including new exurban developments. Older parts of metropolitan areas often have well-developed civic infrastructures for dealing with housing problems rooted in decades of organizing on community development and reinvestment. Outlying parts of metropolitan areas may lack this civic infrastructure and for that reason we think it is especially important to study how groups across metropolitan areas have mobilized to address the foreclosure challenge. Studying how more successful responses are evolving may help us to think about how to nurture regional resilience to the foreclosure challenge. In this paper, we address the nature of the foreclosure challenge facing metropolitan areas around the country and the responses of the private, public, and nonprofit sectors in a set of six metropolitan areas. This research grows out of the Building Resilient Regions project which has developed a framework for studying the "resilience" of regions in the face of similar challenges ([www.iurd.ced.berkeley.edu/brr/index.html](http://www.iurd.ced.berkeley.edu/brr/index.html)). The project involved analyzing the nature of the foreclosure problem in each of six metropolitan areas: Cleveland, St. Louis, the Bay Area, Riverside, Chicago and Atlanta. Researchers also studied responses to foreclosure problems including foreclosure prevention, mitigation of spillover problems, and the recovery of neighborhoods. The primary method for studying responses was the interviewing of six to eight key stakeholders in each metropolitan area.

### ***Latino Population Growth in the South: What is its Relationship with African American Unemployment, Earnings, and Prospects for Black-Brown Coalitions?***

Charles Jaret (Georgia State University)

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We trace the growing Hispanic population in several southern states between 1990 and 2007, and then examine the correlation between Latino population size and African American unemployment rates and earnings, comparing the patterns found in metropolitan areas of the Sunbelt (e.g., GA, TN) with those in the Rustbelt (e.g., IL, WI) and West (CA). In light of frequent calls for cooperation or coalitions between African Americans and Hispanics, we



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identify several organizations in the South that are committed to such intergroup cooperation and provide an assessment of their recent activity.

### ***The Information Theory of Segregation: Uniting Segregation and Inequality in a Common Framework***

Paul A. Jargowsky (University of Texas at Dallas), Jeongdai Kim (Green Mountain Energy, Inc.)  
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We propose an Information Theory of Segregation, which holds that all measures of segregation and measures of inequality are united within a single conceptual framework. Accepting this framework implies that all measures of inequality can also be used to measure segregation and that all measures of segregation are fundamentally based on measures of inequality. Placing inequality and segregation measures in common framework is useful for several reasons. It highlights a common mathematical structure shared by many different segregation measures, and it suggests certain useful variants of these measures that have not been recognized previously. Applying the theory, we show that all common measures of inequality can be used to form measures of segregation, and that the resulting measures can be applied to binary, polytomous, and continuous variables. We develop several new measures, including a Gini Segregation Index (GS) for continuous variables and Income Dissimilarity (ID), a version of the Index of Dissimilarity suitable for measuring economic segregation. We also show that segregation measures can easily be adapted to handle persons of mixed race, and describe the Non-Exclusive Index of Dissimilarity (NED) and the Non-Exclusive Entropy Index of Segregation (NEH). We also develop a correction for structural constraints on the value of segregation measures, comparable to capacity constraints in a communications channel, that prevent them reaching their theoretical maximum or minimum value.

### ***The Legacy of Urban Riots and Rebellions in Urban Narrative for Recovery and Growth in Four Cities: Cleveland, Detroit, Newark, and Los Angeles***

Louise Jezierski (Michigan State University)  
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Urban riots and rebellions occurred in the mid-1960s in hundreds of cities. Fifty years later, the legacy of these rebellions has been deeply ingrained in the narratives of these cities. This paper explores the ways in which investment decisions and political discourse were shaped by these events from the past in four U.S. cities: Cleveland, Detroit, Newark, and Los Angeles. As these cities grappled with the competing meanings of these events as riots and rebellions, they experienced white flight, economic disinvestment, and political conflict and extraordinary pressures towards consensus. The research explores the recounting of these events in local newspaper articles as well as national media, both qualitatively and quantitatively. I draw



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conclusions on the ensuing opportunities and constraints that these events of rebellion or riot created.

### ***Mississippi Port Expansion: Economic Development & Impact on Post Katrina Housing Initiatives***

Claudette Jones (Jackson State University)

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This paper will examine Gulfport, Mississippi's economic development efforts to rehabilitate and expand its port facility in the aftermath of Hurricane Katrina. In an unprecedented diversion of federal funds, the expansion will be funded in part by Community Development Block Grant (CDBG) funds, a controversial move opposed by both housing and environmental justice advocates. Port of Gulfport post-Katrina rebuilding and expansion have been delayed by community resistance generated by an alternate economic development/urban Renewal Plan developed in the months after Katrina devastated the area in 2005. The Port's expansion plan, written in 2003 (and revised in 2007), addresses inadequate existing infrastructure, as well as expansion of port capacity. The 2003 Plan had been reviewed and was awaiting funding prior to Katrina. The aforementioned post-Katrina Renewal Plan is in direct conflict with the existing Port Master Plan, potentially limiting port access and operations. Concerned parties continue to negotiate an agreement to facilitate both port rebuilding and expansion and satisfy the need for affordable/workforce housing. In order for the port to operate at maximum capacity, skilled workers are needed, and those workers must be housed. An additional component of economic development is reviewed, moneyed investors: high-end investment properties targeting tourism and the casino gambling industries, condominium developers, as well as the market for second/retirement homes and communities. Data sources will include: planning documents, correspondence, minutes, telephone, and face-to-face interviews with planning officials from federal, state, and municipal agencies, non-profit organizations, religious and civic groups, and the local business community present the complexities of disaster recover in an area experiencing housing deficiency prior to the natural disaster. Though expansion of the port is viewed as the logical step towards future economic development, timing has proven to be an issue, pitting the city against its poorer citizens.

### ***Brown vs. Green: Land Use Policy Conflict and Redevelopment in Michigan***

Robert A. Jones (Eastern Michigan University)

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In 1996 Michigan became a leader in breaking from federal policy in the area of brownfield remediation and redevelopment. Through both administrative and legislative action, Michigan cast aside the singular federal focus on cleanup of toxic sites and the imposition of strict liabilities placed on property owners. These actions helped paved the way for Michigan's current



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environmental remediation efforts and established a reputation for the state as a leader in the policy arena of brownfield redevelopment. At the same time, the state has done very little to aid coordination of development efforts among the over 1800 local land use planning authorities in the state. Instead, local authorities tend to act within the limited interests of their own jurisdictions when it comes to land use issues. The result is a political culture that has encouraged suburban growth at the urbanized periphery, while providing insufficient incentive to redevelop existing communities and older neighborhoods. In the face of demands from suburban constituents, state legislators have shown reluctance for channeling funds away from infrastructure improvements and expansion that serve the needs of suburban development. Michigan is playing a double hand when it comes to brownfield redevelopment. On one side, state environmental and redevelopment policies are touted as significant contributions in the effort to promote cleanup efforts and provide economic stimulation for local communities in need of help in dealing with brownfield sites. Simultaneously, the state has been very reluctant to provide the leadership necessary to limit policies and local attitudes that support new "greenfield" development and suburban competition to attract growth away from existing urban areas. State programs to support brownfield redevelopment are limited in their capacity to level the playing field between redevelopment and new development. The state needs to take a larger lead in encouraging regional cooperation among communities, and particularly among the states older, built-out communities and the surrounding "greenfield" townships. Such cooperation could go a long way in helping to encourage more brownfield redevelopment when supplemented with on-going support for local remediation efforts.

### ***Diverging Paths: The Determinants of Neighborhood Change across Space and Time***

Hee-Jung Jun (Ohio State University), Hazel Morrow-Jones (Ohio State University)

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This study seeks to explain diverging paths in neighborhood change. The main research question is why some neighborhoods stay healthy and others do not. Numerous studies of neighborhood change have identified the factors associated with neighborhood change, yet most of them address only the symptoms of neighborhood change not the causes. Recognizing this gap in the current literature, this study tries to uncover the causes of neighborhood change. We claim that there are three main reasons that neighborhoods follow different paths. First, we argue that neighborhood change is produced by interactions of metropolitan, local and neighborhood contexts. Neighborhood change results from a neighborhood's own characteristics interacting with aspects of its metropolitan area and specific municipality. Second, the processes associated with neighborhood change may have altered over time with traditional factors giving way to new issues. Finally we claim that the politics of scale is an important factor leading to different paths and outcomes of neighborhood change. Since central cities are usually much larger than independent suburbs and have many more households, constituent residents in central cities have a wider variety of household interests. Because there are various interests in central cities, the city's legislative body as a whole may be less



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dependent on the voters in one particular neighborhood. By contrast, independent suburbs are generally smaller than central cities and so household interests are more likely to be homogeneous. Additionally, because there are fewer neighborhoods and they are closer to each other, decline of one particular neighborhood becomes a collective problem for the rest of the neighborhoods. Therefore, stricter rules can be applied and this allows neighborhoods in suburbs more resistant to decline than those in central cities. We test our arguments using Geolytics' Neighborhood Change Data Base. This data base includes the decennial census data across the country from 1970 to 2000. We develop an index of neighborhood condition and the dependent variable in our analysis is change in this index. The findings show that as city size is smaller and the types of residents in a municipality are more homogeneous, the constituent neighborhoods are more likely to stay healthy and be improved.

### ***Two-Tier Pluralism as Regional Governance: The New York Region***

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The New York tri-state region must manage forces of globalization without a well organized system of metropolitan governance. Governmental fragmentation invariably confounds attempts to centralize governmental authority in order to address region-wide problems associated with economic change. Nevertheless, the New York metropolitan governmental system displays considerable capacity to promote policies of regional scope, although unevenly and in episodic ways. This is achieved by means of a political system of managed pluralism. This system springs from three enduring structural conditions: a decentralized and fragmented political order that spurs intense economic competition, concentration of resources in New York City, and sporadic intervention by higher level governments seeking to impose their own interests. Though deeply flawed in some respects, coalition building in this system achieves a substantial degree of regional policy coordination without powerful political institutions that formally centralize power.

### ***The Face of Foreclosures in Northeast Ohio***

David Kaplan (Kent State University), Samantha Hoover (Housing Research and Advocacy Center)

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In the last year, the foreclosure crisis has become a national tragedy, bringing down neighborhoods and large financial institutions alike. But foreclosures are nothing new to the Cleveland area, which has been suffering from a rash of housing defaults from at least 2000 on. This presentation discusses the trends in foreclosures within Northeast Ohio, with a particular emphasis on Cuyahoga County. It examines the changing spatial distribution of foreclosures, the relationship between foreclosures and mortgage lending, and the impact of foreclosures on



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specific neighborhoods. In addition, the authors report on a series of interviews conducted with foreclosure victims within Northeast Ohio. These interviews 1) reveal how people may get drawn into particular lending relationships that may increase the likelihood of foreclosure, 2) what happens to people during the foreclosure process, and 3) what may be the impact of foreclosures on the household and the neighborhood.

### ***Foreclosures Shift Peripheral Visions***

Brenda Kayzar (University of Minnesota)

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Over the past decade, populations have doubled in the communities of Farmington and Rosemount, located in the periphery of the Minneapolis/St. Paul metropolitan area. As a result, each community has experienced a boom in residential and ancillary development. At the height of this boom Farmington and Rosemount initiated efforts to update their long term comprehensive plans. The plans, produced by each city's planning staff, and now vetted by the general public, project growth through the year 2030. Yet in light of the current downturn in the housing market, and the rate of home foreclosures experienced by each municipality the projections may be problematic. This paper explores what each community might learn from the sudden shift in development expectations, and makes suggestions for how these peripheral communities can re-envision housing futures by reexamining the structural imperfections in housing provision.

### ***Building Distressed Suburbs: Mode of Housing Production as a Predictor of Distressed Suburbs***

Margaret F. Killmer (Center for Community Planning Education)

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Distressed suburbs have been the subject of considerable recent scholarly interest. Distressed suburbs exhibit the problems such as poverty and crime associated with inner city neighborhoods yet lack the resources of a city to begin to deal with such problems. Orfield's geographical identification of distressed suburbs as "inner ring" has been challenged by scholars noting that the most exclusive suburbs in a metro area are often those older, close-in suburbs built in the early twentieth century. Other scholars suggest that houses built in the 1950's and 60's are likely to become distressed because of the small size of the houses and their increasing need for maintenance and repair. Yet examples of small post-war houses can be found in exclusive suburbs as well.

In this paper I propose that it is mode of production that determines a suburb's fate. Not surprising, it is the mass-produced housing built for what the market will bear that loses its relative value over time. This paper will trace the development of the house building industry in the US with examples of suburbs developed by various modes of house building. Census data



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from 1990 and 2000 will be used to compare relative market value of individual suburbs to the metro area as a whole.

Identifying the mode of production of suburbs that maintain their value over time will inform housing policy and planning to not only build sustainable suburbs, but to develop mitigation measures for those suburbs already distressed or identified as likely to become the distressed suburbs of the future.

### ***Local State-Led Spatial Restructuring in Seoul: A Neoliberal Recipe with Korean Flavors?***

Jieun Kim (University of Illinois at Chicago)

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In recent years, gentrification scholars argue gentrification has become a global urban strategy that aims to produce urban space for more affluent users. This broadened concept of gentrification reflects a growing number of empirical cases around the world that are undergoing similar urban restructuring processes in which city/local governments play an integral role. Scholars attribute an active role of local states in gentrification to neoliberal urbanism that pressures cities to become globally competitive. While Seoul has been under the same pressure, its coping strategies have been contingent upon the economic, political, and cultural contexts of Korea. One of the most contested spatial strategies was the redevelopment initiative (River-north New Town Plans) launched by the City of Seoul in 2002. Since the inception of this new spatial policy, low income neighborhoods have been going through extensive urban restructuring processes, and the state has been criticized for producing urban space for the middle-class at the expense of low- and moderate-income residents. This paper examines under what circumstances the city government came in the forefront of the redevelopment projects. More specifically, to what extent can we attribute Seoul's spatial restructuring to a neoliberal urban strategy? And how much of the new redevelopment policy is contingent upon the local policy contexts? The paper argues that the River-north New Town Plans mobilized popular discontentment with past spatial policies that produced spatial inequality in order to legitimize neoliberal urbanism which, in fact, would lead to even deeper inequality.

### ***Immigrant Entrepreneurs in Low-Income Inner-City Minority Neighborhoods: Who Are They? And Why Do They Leave?***

Wook-Jin Kim (University of Chicago)

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The literature on immigrant and ethnic entrepreneurship has explained the recent departure of post-1965 immigrant entrepreneurs from low-income, inner-city minority neighborhoods largely as a consequence of individual entrepreneurs' economic assimilation into the mainstream economy or as the result of racial conflict between an entrepreneur group and its minority customers. However, few studies have examined the phenomenon under one analytical



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framework combining the two explanations. This study aims to fill the lacuna in the literature through quantitative analysis of U.S. census data and a survey of 200 Korean business owners in the Chicago area. Its findings suggest that immigrant entrepreneurs leave inner-city minority neighborhoods not because of high crime rates, fear of victimization, or negative perception of the surrounding area, but because of the opening of new employment and business opportunities in the mainstream economy and their taking advantage of such opportunities. While this would seem to favor an assimilation hypothesis, the data also reveal that post-1965 immigrants' incorporation into the mainstream economy exhibits a unique pattern - new ethnic employment niches in the primary sector, consolidation of established labor-intensive entrepreneurial niches, and selective retention of advanced-stage entrepreneurs in the inner-city minority market - that diverges from the typical development trajectory predicted by assimilationists. The study findings suggest that a complicated multi-polarization in the mode of economic incorporation is now occurring, one that promises to reorganize the geography of immigrant entrepreneurship and ethnic economies in urban America.

### ***Longer-Term Outcomes in a Mixed-Income Development: Evidence from Seattle***

Rachel Garshick Kleit (University of Washington)

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Over its 15-year existence, the HOPE VI program has been noted as a major influence on urban form and development in the nearly 200 cities across the U.S. where it has redeveloped public housing sites. HOPE VI's goals, however, go beyond the physical--along with new urbanist influences on redevelopment, HOPE VI grants require public housing authorities to provide supportive services for original residents, with the goal of improving their work and life situations. Yet, scholars and advocates have enumerated concerns about displacement of original residents, the psychological toll of redevelopment, the lack of improvement in housing for relocated residents, and problems with health and employment.

This paper examines such outcomes for families at one new urbanist HOPE VI in Seattle, Washington, the High Point. The Seattle Housing Authority received this grant in June of 2000, and, as of the summer of 2008, the original 716-unit, low-rise, low-income public housing development was half-way to becoming a 1,600-unit, new urbanist, mixed income development. The site has received numerous awards for and is a national model of green design. This long-term evaluation focuses on whether original residents are better off socially and economically after redevelopment than they were prior to redevelopment, regardless of whether they return to the site. The study employs a quasi experimental design, combining pre-redevelopment interviews with a sample of 200 heads of household in 2001 with post relocation interviews with 119 of the 177 heads of household who remained in the Seattle metropolitan area seven years later. The paper compares those who were able to return to the site to those who moved away, examining changes in social networks, employment, welfare receipt, and housing quality, and



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neighborhood relationships. The major question is to what extent have original residents received the benefits that have arisen from this award-winning site?

### ***What You Don't Know Will Hurt You—Literally: Public Health and the News***

Erin Knight (University of Delaware)

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Health is determined to a much greater extent by living, working and social conditions than it is by medical care. This idea is supported by a wealth of research spanning decades, yet seems to be lost on the American public and its policy-makers. While U.S. per capita health spending is more than twice that of other wealthy developed nations, we are at or near the bottom of the list in terms of health status. Our poor health profile largely reflects the fact that the overwhelming majority of policy attention and health-related resources in the U.S. is focused on medicine, neglecting the root causes of illness. Whether it be the latest outbreak, diagnostic test, pill, machine or insurance scheme, the media are fundamental to shaping how the public understands health problems and their solutions. By emphasizing medical care, the news media play a central role in setting and framing the public health policy agenda, which currently ignores the most crucial determinants of health. This presentation will explore some of the reasons why we are only getting part of the story how this may, literally, be bad for our health.

### ***Parsing Housing Density to Better Understand Sprawl***

Timothy Koechlin (Vassar College), Jonathan Diskin (Earlham College)

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Urban analysts such as Robert Bruegmann and Thomas Bogart argue that the higher density of Phoenix for example, compared to many Midwestern and Eastern cities, shows that low density sprawl is only a passing phase of auto driven urbanization and that market incentives account for observed density differences. In this paper we argue that much of the debate about sprawl hinges on measures of density at too large and too aggregated a scale, confounding or eliding some of the elements that determine the gross level of housing density in a given urban area. We believe that more refined and decomposed measures of density challenge some of the assumptions about the "natural" development of cities in the United States. Drawing on Mieszkowski and Smith's analysis of density in Houston that shows that the residential density of developed land in Houston was surprisingly uniform, we use data on the scale of the subdivision. This allows us to measure the density of built or developed space, as a way to correct gross densities which are skewed by including vacant land and non-residential land. We also compare housing development adjusted for price in similar periods of time, to test our hypothesis that there are strong norms of housing development across cities that constitute a small set of widely accepted development styles along the lines of Dolores Hayden's suburban vernacular styles. These norms, we argue, shape the density of housing development in ways



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that are not captured by standard economic models that explain housing density on the basis of location and land value, given income. We suggest some ways that decomposing density challenges customary images and explanations of urban development.

### ***Utilizing Self-Organizing Maps to Classify Gated Communities in the Western United States***

Naomi Kolberg (University of South Carolina), Matthew A. Cazes (University of South Carolina)

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This paper combines geospatial visualization techniques and recent metropolitan survey data to produce self-organizing maps (SOMs) that visually classify urban gated communities by demographic characteristics. Specifically, we use the survey data from the American Housing Survey (Metropolitan Data 2004) and U.S. Census Data (Summary Files 1 and 3) in combination with geospatially precise gated community locations to determine demographic characteristics of gated communities within four western U.S. cities: Denver, CO; Oklahoma City, OK; Sacramento, CA; and Seattle, WA. Unlike traditional statistical analysis, generated SOMs allow us to detect patterns in the attributes of our target cities' gated communities that are not otherwise identifiable through traditional statistical analysis. For example, SOMs may detect and spatially locate where gated communities composed of non-traditional demographic groups exist (e.g. minorities, working-class). Further, SOMs provide a quantitative test of guiding theoretical claims that gated communities should be classified by the reasons gated residents give to justify their choice to live in gated housing (Blakely and Snyder 1997; Low 2003; Sanchez, Lang and Dhavale 2005). Initial findings using our test city of Seattle, WA support generally held expectations about the demographic composition of gated communities, but also spatially locate a set of non-white, affluent regions that contain relatively high rates of residential gating. As additional cities are analyzed with our new method, we will be able to compare between cases and identify otherwise undetected trends.

### ***Productive Uses of Family Habitat in Community Development***

Richard S. Kordesh (University of Illinois at Chicago)

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This paper will explore how low income families use their habitats -- housing, land, and linked structures -- to engage in micro-enterprise development, urban agriculture, and other productive activities important to successful community development. It will employ case studies of such habitats from the author's research in the United States that has been supported by the Annie E. Casey Foundation. Some discussion will also address applications of similar research that the author is carrying out in urban Ethiopia. Taking into account the productive uses of habitat can add to the growing literature on asset-based approaches to community development, as



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well as to sustainable community development models. Local planning strategies can support the scaling up of productive uses of habitat so that community-level goals for development can more likely be achieved.

### ***The Economic Impact of Municipal Capital Expenditures***

John Kovari (University of Wisconsin-Milwaukee)

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The decline of intergovernmental aid to cities since the late 1970's and the negative effects of the "urban crisis" on city budgets is widely documented. To cope, municipal leaders have experimented with several economic development initiatives aimed at increasing their cities' shrinking tax bases. Investments in urban infrastructure have been popular but not the dominant strategy.

Using data from several Wisconsin municipalities, this paper asks specifically whether municipal capital expenditures matter as an urban economic development strategy and estimates its impact on aggregate property values. In other words, can cities effectively increase their tax base by emphasizing capital programs? Furthermore, what kinds of infrastructure (e.g., sanitation, sewers, streets, and public buildings) have the greatest impact on property values?

Preliminary findings suggest that municipal capital expenditures play a significant role in property value growth, and that education-related and general public building expenditures are among the most beneficial.

### ***Policy Innovation and the Municipal Adoption of Climate Change Initiatives***

Rachel M. Krause (Indiana University)

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In the absence of federal requirements, how do state and municipal level characteristics impact the likelihood of local policy innovation? This question is examined in the context of sub-national climate change mitigation initiatives in the United States.

A majority of U.S. states now have some climate protection policy and/or combination of policies in place. Municipal governments are also increasingly involved in the issue. The largest coordinated local effort to date is the Mayors' Climate Protection Agreement (MCPA), through which nearly 900 U.S. municipalities have committed to reduce their local greenhouse gas emissions. This is despite any explicit encouragement from the national government, which is a theoretically important means of preventing free-riding on the adoption of such policies whose benefits are widely-dispersed, but whose costs remain local. However, the rate of participation in the MCPA varies significantly between states, indicating that state-level policies and characteristics might influence the propensity of cities within their borders to join.



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This paper uses multi-level modeling to test the relative importance of local factors and state-level factors influencing a municipality's decision to participate in the MCPA. Multi-level modeling allows independent variables at different hierarchical levels to be analyzed simultaneously and accounts for the likelihood that cities within the same state are more similar than those from other states (i.e. the observations are not completely independent).

Preliminary results suggest that local characteristics dominate state-level ones in determining cities' propensity to become formally involved in climate change mitigation. The effects of independent variables on the local level largely follow Mohr's (1969) hypothesis on innovation in organizations. The presence of municipally owned electric utilities is found to be a significant obstacle to adoption and this result is explored in more detail for its potential policy implications.

### ***The OECD and Urban Governance Reform***

Tamara A Krawchenko (Carleton University)

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A common theme in the literature on policy networks is the role of multi-scalar policy transfer, networked modes of governance and the influence of global organizations in disseminating policy advice and advocating specific policy reforms. While organizations such as the World Bank and the International Monetary Fund are often mentioned as key actors, there is far less literature on the role of the Organizations for Economic Cooperation and Development (OECD) in this area. This paper examines one specific area of the OECD's functions – the evaluations and policy recommendations conducted by the Working Party on the Territorial Development in Urban Areas (est. 1999). The Working Party on urban issues is a sub-group of the OECD's Public Governance and Territorial Development Directorate (GOV). The OECD has had a program of work on urban affairs for some time (since 1979) with the Working Party on urban issues being its latest manifestation. The recent organizational changes in this area reflect a movement in the OECD away from a focus on New Public Management practices and towards place-based, multi-level and context-specific policy development. The Working Group's terms of reference specifically state a need to enhance the capacity of urban governments to effectively deal with emerging issues in partnership with civil society and the private sector. Main outputs of this Working Group are national and regional reviews focusing on urban policy. The group also seeks to facilitate multi-level government interaction on urban issues and present internationally comparable indicators and best practices. This paper will examine the Working Party's urban territorial reviews, paying specific attention to policy advice and advocacy for urban governance reform. Linked to the literature on epistemic communities and policy transfer –implications for urban governance reform will be discussed.

### ***Midlife Displacement: Older Homeless Adults in Chicago***

Marilyn Krogh (Loyola University Chicago)



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While older adults have historically been a small share of the homeless adult population, evidence from St. Louis and San Francisco suggests that they may constitute a growing, but overlooked proportion of the homeless adult population in some cities (North 2004, Hahn 2006). While North does not offer an interpretation of the trend in St. Louis, Hahn suggests that in San Francisco, and perhaps elsewhere, a cohort of homeless adults is "aging in place." Moreover, since the late 1990's, some social service sites in metropolitan Chicago have also reported a growing number of people over 50 seeking assistance. Consequently, this paper examines a probability sample of adult clients at service sites in the Chicago metropolitan region in 2001 to assess the relative size and characteristics of the 50-64 year old subgroup. In contrast to the situation in San Francisco, older adults seeking services in the Chicago area have been displaced in midlife from insecure positions in the labor and housing markets and have received minimal assistance from current social welfare programs. In this data, 20% of the clients are age 50-64, and like their younger counterparts, 88% have ever experienced "literal" homelessness. However, they did not experience a lifetime of homelessness; they became homeless for the first time at a median age of 47. About 75% reported that their homelessness was precipitated by a job loss or inadequate income (sometimes combined with problem drinking or health issues). Whether homeless or precariously housed, they have received minimal public help; of all the clients age 50-64, 28% report no income at all in the last thirty days, while 42% report some government assistance (most often, food stamps or Supplemental Security Income). The paper places these findings in the demographic, economic and policy context of the Chicago region.

### ***Low-Income Resident Participation in New Orleans' Disaster Recovery Planning***

Owen D. Kulemeka (University of Illinois at Urbana Champaign)

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In post-Hurricane Katrina New Orleans, a challenge that has emerged is how to ensure that all the city's residents have a say in how the city is rebuilt. The city's initial recovery plans were criticized as back room deals that benefited only the rich. To address this criticism, the city carried out the Unified New Orleans Plan, a series of public meetings aimed at including all residents in recovery planning. This paper presents findings from a qualitative study that sought to answer this question: Was the Unified New Orleans Plan an inclusive process that enabled all residents to have a say in how the city should be rebuilt? Methodology: Data was collected by interviewing residents, observing planning meetings, analyzing media coverage, examining reports by community organizations, and monitoring internet postings. Findings: Contrary to the city's expectations, few low income residents participated in the meetings. Instead, meetings were dominated by middle and upper income interest groups. Low-income residents cited a lack of transportation, time constraints due job obligations, fear of crime, feelings of powerlessness, and frustration with the pace of recovery as reasons for not participating. Residents that



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participated complained about confusing meeting instructions, ambiguous questions, and a lack of clarity regarding how their input would shape official decisions. The meetings? organizers were interested in encouraging participation by low income residents. However, budget constraints curtailed their outreach efforts. In addition, because of the city government?s unpopularity, resources that could have been used for outreach were instead devoted to defending the city?s previous recovery planning missteps.

### ***Asian World Cities and Climate Change: Sustainable Energy and Environmental Planning Framework against Climate Change for Building Sector in the Selected- Set Asian World Cities***

YiHsiu Kung (University of Delaware)

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Modern cities create extensive stresses on the natural environment and are responsible for approximately 80% of global greenhouse gas emissions (UNEP and UN-HABITAT, 2005). There are some researches regarding cities and climate change but rare from the perspective of the world city scale as a whole. Being the command and control points of the global economy, world cities emerge as centers in which attract and concentrate capital, information, commodities and workers. However, the Brundtland Commission estimates that the wealthier the city and the more connected it is to the rest of the world, the greater the load imposed on the ecosphere by trade and other forms of economic development. (For example, the average ecological footprint in rural People?s Republic of China today is 1.6, but in Shanghai is already 7.) In order to compete in the world economy attracting transnational corporations, do these world city planners create urban policy frameworks encouraging development at the cost of environmental quality? Their energy and environmental standards are sacrificed in the interests of maximizing their economic growth and ensuring their competitiveness? They seek economic security improved status in the world city hierarchy without concern for long-term sustainability? Or world cities are in better position to develop innovative approaches, initiatives and technologies to sustainable development goals against climate change? In addition, buildings and constructions are responsible for at least 40% of energy use in most countries. It is essential to act now because buildings can make a major contribution to tackle climate change and energy use, especially for those fast growing world cities. The objective of the research is to investigate how world cities in the rapid urbanizing and developing Asian regions to mitigate the climate change impacts through establishing sustainable building and construction management. Can they leapfrog towards a low carbon urban future? Focusing on building and construction sectors which have great potential for urban energy consumption and CO2 emissions in these world cities, do they initiate any policy and regulation to tackle this problem? Are these policies and regulations effective? Can these world cities become role models to bring positive influence on other cities? The paper addresses the urban energy and environmental planning framework against climate change for building sector in seven Asian world cities, including Tokyo; Hong Kong; Seoul; Shanghai; Taipei; Beijing, and Singapore. It introduces and



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analyzes recent urban energy and environment management policy, strategies and initiatives related to the built environment in these cities. The author will select a set of policies that indicate the application of sustainable energy and environmental policies at the urban level; both of general planning framework and specific building and construction sectors. It provides a descriptive comparison of the existing building energy efficiency management and renewable energy application in these selected major world cities based on the observed practice and activities and identifies attributes for policy indicators across the selected world cities that indicate how each city is pursuing or not pursuing policies related to the energy and environmental improvements against climate change for building sector. (Including Plans/Strategies; Standards/Codes; Incentives and Market Stimulation; Partnerships; R& D Support; Education; State and Locally Supported Demonstrations) A ranking among these cities by the rate of policy adoption will be made and followed by the conclusion and suggestions for these selected-set world cities.

### ***Civic Approval for Preserving Open Space: comparing state policies in New Jersey and Massachusetts.***

Kamna Lal (University of Illinois at Chicago)

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This study examines the differences in results of open space referendums conducted in two states with an active state preservation policy. *Garden State Preservation Act* in New Jersey and *Community Preservation Act* in Massachusetts offer opportunity to study the role of state incentives in improving preservation of open space. Specifically, this study addresses two questions. First, are there systematic differences in voting outcomes within the two states?, looking especially at the differences among jurisdictions (i.e. municipalities and counties). The focal variable in the study is articulation of expected benefits from a specific open space referendum proposal. The set of targeted benefits is reflective of the political process which involves groups of stakeholders, including the local government. Therefore, we expect observable differences in outcomes associated with different set of state incentives. Secondly, we ask whether there is an increase in the well being of communities opting for more open space. In both states the case for preservation of open space is built on the premise of increased community well being. Literature has noted increasing property values and health related benefits from access to more open space. Combining datasets from the Census Bureau and Bureau of Labor and Statistics, this study examines the probable indicators of well being in open space communities. This study makes a contribution by adding the variable of goal complexity to the determinants of referendum success. Data on referendum is drawn from the LandVote database which is provided by the Trust for Public Land, for years 1988-2008. Using an ordered logistic estimation this study draws relevant conclusions for urban local governments. The conclusions drawn from this research could be used to improve on the models of civic participation currently employed to mobilize public opinion on issues of public good provision.



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### ***Urban Mass Transit and Gasoline Prices: Effects on Patronage and System Operation***

Bradley W. Lane (Indiana University)

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A key issue for urban affairs has been the dramatic increase in gasoline prices since the Hurricane Katrina disaster of August/September 2005. This has drawn significant journalistic and political attention and evidence suggests a notable impact on urban residents, who typically consume large amounts of gasoline for travel. Conversely, the impact of gasoline prices has received relatively little research attention, perhaps due to the relatively short duration of gasoline price increases, data analysis issues, and a general perception of urban commuters having an inelastic response to gasoline costs. Research areas usually considered consist of effects on driving patterns and the economic well-being of urban residents. Less considered has been travel behavior, specifically the role of public transit. The effect of gasoline prices on public transit use and provision warrants attention, given the potential of public transit to absorb abandoned auto trips, and of the burden of operating transit agencies on city governments. This research addresses the response of transit ridership to increased gasoline costs. Data are used to analyze the change in transit ridership as a function of service levels characteristics, gasoline prices, gasoline price fluctuations, seasonal variance, and ridership trends over time for nine large US cities. The results indicate that there has been a significant response of increasing ridership against a general decline of transit ridership. The response varies by mode and by place. There is also the suggestion that transit service provision has been impacted by gasoline prices. The results are discussed in light of their impact on urban affairs and for future research.

### ***Hunters and Gatherers: Does Organizational Structure Matter in Economic Development***

Twyla B. Larnell (Michigan State University)

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Economic development aims to sustain the city by improving residents' quality of life and economic assets. This is attained, in part, by improving per capita income and the level and distribution of employment. Scholars have observed systematic variation in economic development policies adopted by city governments. There are several factors that appear to influence local governments in choosing among a myriad of policy instruments. Deindustrialization, economic growth, regional competition, demographics (especially population size), and fiscal and citizen need shape the strategy decisions made by local governments. Government structure, in particular, has been demonstrated to explain why local governments engage in various levels and types of economic development activity. Research has demonstrated that the structure of the economic development decision-making processes varies across municipalities and scholars have identified various common institutional forms. This literature, however, is somewhat dated. Local economic development is increasingly the product of intersectoral, intergovernmental, and interorganizational collaboration. It extends beyond the simple relationship between governments and business leaders previously the focus of urban



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theorists. Contemporary local economic development also allows for arrangements where non-governmental professionals possess primary responsibility for development decision-making. This paper examines whether the institutional arrangement of local economic development decision-making influences strategies selected. More specifically, can economic development strategies be explained by whether the primary responsibility for decision-making lies in a governmental or nongovernmental agency? This research question has significant implications for understanding economic development and governance because it can support recommendations for optimal government structures. Do government development entities appear to be more traditional or conservative in their approaches? Are they more focused on reactively gathering development targets of opportunity? Are extra or quasi-governmental development entities more innovative and entrepreneurial? Are they more likely to proactively hunt for new firms and investors? If these relationships appear supported by the data then municipalities may be well-served in reconsidering the structural context of their development efforts. This study is based on a three-part analysis. The first portion focuses on the national level. Data will be drawn from the 1999 and 2004 Economic Development Surveys conducted by the International City/County Management Association (ICMA). Data from the 2000 US census will also be utilized. The second level of analysis focuses on a survey of Michigan municipalities to control for state enabling environment. The third portion of the study will be in-depth case studies of several Michigan cities in which a nongovernmental organization possesses primary responsibility for local economic development decision-making.

### ***The impacts of municipal reform on practices of the City Hall and women's organizations in Montréal***

Anne Latendresse (Université du Québec à Montréal), Caroline Andrew (University of Ottawa), Winnie Frohn (University of Québec in Montréal), Sylvie Paré (Université du Québec à Montréal)

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Abstract Recently, European researchers such as Jacqueline Heinen have studied the municipal practices in order to face the women's interests and representations in European cities. Her work have concluded that even if municipal institutions adopt gender policies, in the absence of women's organizations or feminist activists that put pressures on City halls and elected people, laws and policies have weak impacts on women's life in the city. Montreal is known as a city where there are some innovative programs and practices in order to achieve «equality» between women and men in the city. At the end of the 80's, the City Hall implemented a specific program in order to meet the needs and interests of women's in terms of safety in the city. It created a Women's Office beside other administrative units. Thanks to Quebec government, Montreal's municipality applies a program calling for equality in employment (Béchar, 2008). In the year 2000, Montreal as most of the cities in Quebec, faced a municipal reform that modified the institutional configuration of the city. The model adopted was based on decentralization from the city to the boroughs in the sphere of social



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development, community development, local economic development as well as services of proximity (Latendresse, 2001). In that context, what are the impacts of the municipal reform on municipal practices linked to diversity ? The notion of diversity here includes all the minorised groups in the city and in the political space. Did the women?s organizations adapted their strategy and practices in order to gain from this politico-administrative reorganization ? Does decentralization toward the space of proximity benefits to women?s and women?s organization ? In this communication, I will present the results of a study conducted by the research group DiverCité based at the University of Quebec in Montreal.

Conservation Easements' Effects on Urban Growth

### ***Conservation Easements' Effects on Urban Growth***

Mickey Lauria (Clemson University), Caitlin Dyckman (Clemson University)

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A direct manifestation of neoliberal economic precepts in urban planning and geography, conservation easements have proliferated over the past thirty years in rapidly urbanizing areas. Their popularity corresponds to federal and state tax laws creating incentives for private preservation of natural and scenic resources with significant public benefit. But there is no public input in the easements' employment or location. This creates public subsidy of private actions with little to no planning oversight, limited (if any) public access to the private land under easement, and possible preservation of land with limited ecologic value. However individually and arguably socially beneficial as an open space preservation tool, cumulative private easement decisions may also directly affect municipal taxes and indirectly shape urban fabric through tax effects and raw land prices.

This research examines the relationship between cumulative conservation easements in rapidly urbanizing areas and municipal property taxes and land prices. The researchers collected municipal property tax data and generated a GIS database with individual conservation easement data from select counties in seven states around the country, including the easement location, size, pre- and post-conservation easement assessed valuation and distance to city center, as well as pre- and post-assessment valuation for all properties in the county. They hypothesize that these easements diminish the municipal property tax base and increase raw land prices in the long run. The researchers build on Sundberg & Dye's (2006) model to analyze the short- and long-term effects, controlling for state and municipal property and income tax laws, neighborhood effects, and variability with respect to easements. The findings support the critique of a purely neoliberal approach to land conservation, advance theory by quantifying the effects of conservation easements on municipal taxes and raw land prices, and argue for local and regional planning oversight in the conservation easement process.

### ***Examining Community Based Alternative Programs as a Pathway for Dropout Prevention and Recovery in Boston***



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Nicole Lavan (University of Massachusetts Boston)

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Leaving school without a diploma continues to be a crisis throughout the US, particularly in large urban districts for students of color. Consequently, the alternative education system is being asked to serve a larger role in dropout prevention and recovery. This paper presents findings from a one year ethnography in Boston which examined the role that diploma granting community based alternative education programs played in helping students obtain a high school diploma. During the 2007-2008 school year, researchers collected qualitative data through weekly observations and 29 interviews, at three alternative education programs in community based organizations to understand how and why students entered the community based alternative education program and to examine their experiences in these programs. Analysis of this data reveals: 1) Students typically leave district schools academically and socially traumatized and desperately want to find a more conducive place to obtain a high school diploma. 2) Students enter community based alternative programs through a myriad of pathways. 3) Community based alternative education programs are primarily located in communities where students live, making commuting to school easier and safer and helping students feel more connected to the school and their community. 4) In contrast to the district schools, community based alternative schools provide students with an educational space to feel safe, respected, and supported. 5) The small size as well as the intimate nature of the community based alternative school allows for individual attention to the students' diverse needs. Findings indicate that many students who had negative experiences in district high schools were able to obtain a high school diploma in a positive setting in the community based program.

### ***Associations between Neighborhood Factors and Physical Activity in African American Public Housing Residents***

Rebecca E. Lee (University of Houston), Yue Liao (Texas Medical Center), Kristen McAlexander (Sam Houston State University)

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Residents of public housing developments (HDs) are at high risk for low rates of physical activity. Ecologic models suggest that health outcomes such as physical activity (PA) are related to both personal and environmental factors. HDs place residents in neighborhoods that may provide reduced opportunities for physical activity. This study investigated the effects of neighborhood pedestrian features, available goods and services and physical activity resources on PA in low income, African American residents of HDs in Houston. All participants completed interviewer administered questionnaires assessing individual socio-demographics and the International Physical Activity Questionnaire (IPAQ), and simple health assessments. Neighborhoods (N=12) were defined as the area within an 800 meter radius of each HD. Every street segment was evaluated using the Pedestrian Environment Data Scan (PEDS), the Goods



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And Services Inventory (GASI) and the Physical Activity Resource Assessment (PARA). Five variables were selected from the PEDS to represent pedestrian features. From the GASI, total number of restaurants, food stores, money stores and services, adult stores, and other stores and services were calculated. From the PARA, the total number of neighborhood PA resources, PA features and incivilities were calculated. Residents (N=215, M=43.5 yrs, 64% female) were typically overweight or obese (M BMI = 31.3 kg/m<sup>2</sup>). Women reported significantly less vigorous (M=1,955 vs. 2,896 mets) , moderate (M=733 vs. 1,309 mets) and total (M=3,768 vs. 5,581 mets) PA compared to men (ps<.05). Ecologic analyses using simultaneous regression models found greater neighborhood attractiveness for walking was associated with more moderate intensity PA, and having more pedestrian pathways was associated with nearly all domains of PA (p<.05). Total number and quality of PA resource features was associated with walking (p<.05). Neighborhood factors appear to influence PA; in particular, protected pedestrian pathways appear to be particularly important for supporting a range of PA domains.

### ***Regulatory Spillovers in the Community Reinvestment Act***

Sarah L. Lee (University of Chicago)

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The Community Reinvestment Act (CRA) was passed in 1977 to encourage depository lenders to serve the credit needs of their local communities. CRA advocates and critics, alike, argue that CRA has had a substantial effect on the residential mortgage industry. Advocates point to rising homeownership rates in traditionally under-served areas as evidence of CRA's success, while critics argue that CRA has contributed to the current foreclosure crisis by forcing lenders to adopt unsound lending practices. Evidence of a direct causal effect of CRA on mortgage outcomes is mixed, but scholars on both sides of the debate continue to argue that CRA's influence is not limited to the neighborhoods that are the direct target of the regulation. In this paper, I develop a specific mechanism by which CRA might have the sort of indirect influence that these scholars suggest. I suppose that lenders, in response to CRA, enhance their capacity to serve the low-to-moderate (LMI) neighborhoods that are targeted by the regulation, and that these actions spill-over to non-LMI neighborhoods that are spatially proximate to LMI neighborhoods. I then develop an empirical test for this mechanism. Using residential mortgage application records released pursuant to the Home Mortgage Disclosure Act (HMDA), I attempt to identify evidence that mortgage lenders have made credit more readily available to borrowers in non-LMI neighborhoods than they would have if not for the CRA. I find limited evidence that residential mortgage application rates are higher in non-LMI neighborhoods that are proximate to LMI neighborhoods, but no evidence that more lending occurs in non-LMI neighborhoods that are proximate to LMI neighborhoods.

### ***Metropolitan Growth Patterns and Community Disparities: Insights from the State of New Jersey***



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Widening economic disparities among communities in metropolitan areas are an emerging issue for regional growth policies that aim to promote balanced growth and intra-regional equity. However, the causes and consequences of intra-regional community disparities have not been fully addressed in the literature of planning and public policies. With a unique municipality-level database for the State of New Jersey, this study examines the growth and decline of municipal communities focusing on determinant factors that explain such changes. Since the municipal unit has also been considered as a bundle of public services that attracts people, business and investments, the small and continuous municipalities in New Jersey provide an ideal case study to understand the relationship between metropolitan growth and inter-municipality disparities. Rapid and uneven metropolitan growth may shift development and investments to outer-ring suburban communities, which makes urban and inner-ring suburban communities vulnerable to socioeconomic decline. However, the pattern and intensity of socioeconomic decline would be different from urban and inner-ring suburban communities that have different public services and community assets. Therefore, this study focuses on the impact of the uneven distribution of population, economic activities, and public investments on community economic disparities and identifies determinant factors that promote community prosperity. Narrowing the gap of inter-municipal disparity is imperative for community stability and regional economic competitiveness.

### ***Do Consolidated Governments Deliver on their Promises? An Assessment of Efficiency and Economic Development***

Suzanne M. Leland (University of North Carolina at Charlotte), Kurt Thurmaier (Northern Illinois University)

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Our prior research finds that arguments for consolidation typically fail when they are based on increased efficiency, but are more likely to succeed if they are based on economic development. Through a rigorous multi-case study design, we evaluate whether voters are on the right track?once implemented, does consolidation will lead to improved economic development and but not increased efficiency? We find that this is indeed the case. Consolidated governments can deliver on some of their economic development promises, but not necessarily on the promise of greater efficiency.

### ***Living in social distress: urban poverty revisited from a “social distance” and personal point of view***

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As debate on social mix and neighbourhood effects continues (for example, in the ongoing debate on Moving to opportunity in the United States), urban poverty remains an important theme of research. However, most of the research and theoretical literature on this subject have mixed results, and further examination is needed, notably in terms of accessibility, appropriation and uses of places, as well as the creation and maintenance of social distance. Based on data from a current research project, I revisit relations between place of residence and social network and social integration. Using network analysis and qualitative data, this research project explores the experience of women with children living in public housing in Montréal, contrasting housing projects where they live are located in wealthier and poorer parts of the city (one case study takes stage in a gentrified neighbourhood and the other in an old working class neighbourhood). Beyond this field work, what is aimed at is to reflect on the place of 'social distance' in the explanation of the effects of mixed communities on social ties and social integration at a personal level, where social distance are understood in the sense given by the Chicago school of sociology. Based on early works of Simmel, Firey and Goffman, I would like to show how the discourse of the women in this study can be read in a way in which, as Firey says, 'symbolism as variables' is taken into account. This exploration of discourses would lead me to a comprehensive explanation of urban poverty centered on personal experience and not only on opportunities or shared norms, but also on social distance and social order at the neighbourhood level, which are expected to play an indirect role in the emergence of neighbourhood effects.

### ***"The Truth": Epistemological, Practical and Ethical Considerations in Urban Case Study Research***

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Case study research has unjustifiably acquired a reputation for being semi-anecdotal investigation of the small details of individual circumstances, research that is incapable of generating significant empirical or theoretical advances in knowledge. Drawing on a research methods literature, and on my own experience with case study research on two continents, I argue that case studies can serve as an indispensable tool, both for testing the validity of claims made for policy initiatives and political decisions, and occasionally for the generation of theoretically significant insights.

Case studies that involve critical assessments of the use of political power pose serious challenges for researchers because power holders may be in a position to exercise control over both the opinions of a researcher's interview subjects and some of the contents of the documentary record. The challenge to the researcher is to evaluate the significance of various interviewees' interpretations of the state of affairs or sequence of events under study, while separating out facts from interpretations, and testing the validity of factual accounts against the representation of those same facts in the documentary record. This study makes the case that



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power is unlikely to be so absolute as to withstand a scrutiny that includes careful cross-checking of the representation of facts in different, independent sources. The study then turns to the problems posed by institutional ethics reviews, which, though well-intended, inhibit the kind of critical investigation that case study research requires, both by effectively legitimizing any efforts power-holders may make to conceal facts and obfuscate analysis, and by failing adequately to protect subordinates and ordinary people from reprisals for research findings power-holders find not to their liking.

### ***Local Enforcement of U.S. Immigration Law: Examining Variations in the Participation of City Police Departments***

Paul G. Lewis (Arizona State University), Doris Marie Provine (Arizona State University), Monica W Varsanyi (John Jay College, CUNY), Scott H Decker (Arizona State University)

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Recent years have seen a break with decades of tradition in which the federal government held plenary power in enforcing U.S. immigration law. In particular, as authorized by two federal laws passed in the 1990s, some local governments now invite or require their police departments to participate in the identification of unauthorized immigrants and to cooperate with federal Immigration and Customs Enforcement (ICE) enforcement efforts. Other communities take the opposite approach, discouraging or forbidding local police from inquiring about immigration status or collaborating with ICE. This paper describes and analyzes variations in local immigration enforcement. It is part of a broader, NSF-funded interdisciplinary project on local policing in the context of immigration. In 2007-08, we surveyed police chiefs in large and medium-sized U.S. cities (population 60,000+), with a response rate of 52%. The survey responses have been merged with a wealth of Census, law enforcement, and other statistics regarding the 237 cities that responded. Using a variety of outcome measures, we use this dataset to help understand which types of communities are most likely to engage in enforcement, and which have tended toward "immigrant-supportive" approaches such as "don't ask, don't tell" practices regarding the policing of immigration status. We focus on three sets of potential explanations for these policy outcomes: (1) Perceived "threat" (involving such factors as proximity to the border, growth in the share of foreign-born residents, changes in ethnoracial composition, unemployment rates); (2) Policing organization and context (degree of local commitment to community-policing norms, crime rates, police staffing levels, chief's race/ethnicity and age); and (3) Political influences (leanings in political party registration, reformed or unreformed structure of government). The paper may be of interest to researchers building theoretical or empirical models of city policymaking, as well as those studying local political responses to immigration.

### ***Neighborhood Amenities, Perception, and Satisfaction of Foreign-born Population in the United States***



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Yanmei Li (Florida Atlantic University)

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Neighborhood amenities and subjective neighborhood perceptions have been shown to relate to the neighborhood satisfaction levels of households. Previous research on neighborhood satisfaction has heavily focused on satisfaction levels of general homeowners using respondent characteristics, respondent perceptions regarding the physical and social character of the neighborhood, and objective measures of neighborhood conditions such as crime rate, proximity to institutionalized amenities, the presence of parks and open space, and others. Race was found to be a significant predictor of neighborhood satisfaction with African Americans reporting less satisfaction with their neighborhoods than whites. But there is scanty research trying to address the sense of belongings, sense of community, and the relationship between neighborhood amenities, perceptions, and satisfaction among foreign-born population. This research uses the 2007 American Housing Survey national data to explore how households with foreign born population are different in neighborhood perceptions and satisfaction from the rest of the population in the U.S. The foreign-born population is then divided into several subgroups, such as homeowners and renters, citizens and non-citizens, and groups based on different nationalities, to determine if there are any disparities in neighborhood satisfaction among different groups.

### ***Homeownership, Racial Diversity, and Neighboring***

Mark R. Lindblad (University of North Carolina at Chapel Hill), Kim Manturuk (University of North Carolina at Chapel Hill), Sarah Riley (University of North Carolina at Chapel Hill), Jeff Diebold (University of North Carolina at Chapel Hill), Roberto Quercia (University of North Carolina at Chapel Hill)

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In this study we explore why some neighborhoods are more active and neighborly than others. We consider collective efficacy, which measures expectations that neighbors will intervene in the face of local community problems. Prior research suggests that homeownership positively affects collective efficacy, but housing scholars have identified methodological shortcomings of this research and called for a new generation of studies that account for respondents' self-selection into homeownership. Scholars also note that while social processes such as collective efficacy occur in context of neighborhoods, such neighborhood effects are too rarely assessed.

We address these shortcomings by first testing whether collective efficacy depends upon homeownership status. Consistent with past research, we expect homeownership to increase collective efficacy due to homeowners' greater financial investment in their homes, longer residential duration, and reduced mobility. When compared to similar renters, we expect these factors to positively influence homeowners' collective efficacy.



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We also test whether neighborhood heterogeneity influences neighboring. Building on the principal of social homophily, past studies suggest that people's propensity to interact more frequently with others like themselves influences neighborhood-level outcomes. We focus on the racial makeup of neighborhoods to consider whether neighborhood racial heterogeneity negatively affects neighboring behavior. Despite widespread social norms that value diversity, prior research suggests that neighborhood racial heterogeneity will decrease social cohesion and thus reduce collective efficacy.

Our analysis addresses selection and endogeneity concerns with a quasi-experimental design that identifies respondents' propensity to own a home and matches owners with renters. We establish temporal precedence using a longitudinal sample of low- to moderate-income respondents, and we control for demographic characteristics at the individual and census tract levels. We use multi-level modeling to consider effects at both the respondent and neighborhood levels.

Our findings show that, compared to renters, homeowners exhibit higher collective efficacy even when addressing selection concerns and controlling for socioeconomic and demographic factors. Collective efficacy also differs by race/ethnicity with African-Americans scoring higher and Hispanics lower than Caucasians. In addition, we find that neighborhood racial heterogeneity negatively affects respondent's collective efficacy. Finally, we explore how respondents' race/ethnicity interacts with their neighborhood's racial heterogeneity in predicting collective efficacy. We discuss these findings and implications in light of neighborhood diversity and longstanding public policies that promote homeownership.

### ***Regional Governance Chicago-Style: Strategic Alliances, Ad Hoc Coalitions, and Consensus Building***

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The question is: which forms of government and governance best meet the need for regions to remain globally competitive? The Chicago region is a poster-child for political fragmentation and distrust of region-wide public authorities and regional government. With 279 municipalities in a seven-county region, the only region-wide public authority is the Regional Transportation Authority – with three relatively autonomous service boards. Public authorities have been established within the city of Chicago. However, any attempt to establish a region-wide public authority (other than the Regional Transportation Authority) has failed. Recently, regional political stakeholders overwhelmingly vetoed the attempt by the business elite to establish a regional public authority to regulate land use and new transportation infrastructure.

Without a regional government or region-wide public authorities to address the challenges of economic transformation and globalization and in an environment of uncertainty, Chicago's regional political system operates through a network of strategic alliances between regional



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political and business elites. These alliances include stakeholders from multiple sectors (public, private and nonprofit) who work in loose-knit, collaborative relations on an ad hoc basis (in Porter and Wallis' terms). The coalitions and alliances educate the public about the need for new initiatives, work to develop a consensus among the region's stakeholders, and pressure the Illinois General Assembly and the state's Congressional delegation to pass legislation to meet their policy agendas.

The paper will examine how this regional network of strategic alliances developed and how successful it has been in meeting the challenges of the 21<sup>st</sup> century. The governance challenges examined will include new initiatives on affordable housing, transportation, education funding, and planning.

### ***Education Policy, Neoliberal Development, and the Right to the City***

Pauline Lipman (University of Illinois at Chicago)

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There is insufficient attention to the role of education policy and practice in the political economy of cities. Using an interdisciplinary perspective, this paper examines the relationship of education policy and neoliberal urban development in Chicago. Chicago is often positioned as a model of urban "revitalization" and of current trends in urban education policy in the U.S. Drawing on four years of ethnographic data, analysis of policy documents, and participation in education struggles in Chicago, the paper examines this relationship through three interrelated policies, 1) Renaissance 2010: school closings and marketization of public education, 2) mixed-income schools linked to dismantling of public housing and creation of new mixed-income developments, 3) public military schools and zero tolerance discipline policies primarily affecting low-income students of color.

I show that these policies are driven by corporate and financial interests and legitimated by urban disinvestment policies of previous decades. I also contend they are embedded in structures and ideologies of white supremacy. The paper focuses on ways in which the policies contribute to the racialized neoliberal structuring of the city, e.g., gentrification and displacement of low-income people of color, real estate development as a pivotal sector of capital accumulation, corporate involvement in public governance and de-democratization of public institutions, regulation of communities of color, and the development of a stratified labor force. Chicago's education policies are highly contested. Drawing on perspectives of parents, students, and community and education activists and demographic and spatial data, I conclude by examining who has benefited from these policies and the oppositional discourse of urban development and urban education articulated by those who challenge them on the ground.

### ***Immigrants and Employment Suburbanization: Is There a Spatial Mismatch***

Cathy Yang Liu (Georgia State University)



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Urban areas across the United States experience two significant trends in the last decade: immigration and the suburbanization of employment. Immigrants continue to settle in established and emerging gateway metropolitan areas (Singer 2004) and participate in these urban labor markets on a large scale. At the same time, job sprawl keeps its momentum with higher job growth happening in suburban rather than central city areas (Holzer and Stoll 2007). While immigrants have been portrayed to reside in concentrated central city ethnic communities, recent studies capture their decentralized residential pattern and foresees an era of 'suburban immigrant nation' (Hardwick 2008). It is unclear however what is the magnitude of spatial mismatch between the changing residential location of immigrants and the changing job location in metropolitan areas, and its implication for the labor market outcomes of immigrant populations. Past research on immigrants' spatial accessibility to jobs has been limited and focused on intra-metropolitan dynamics in selected case study areas at a given time (e.g. Parks 2004 and Painter et al 2007 on Los Angeles, Wang 2006 on San Francisco, Liu 2008 on Chicago, Los Angeles and Washington, D.C.). This paper examines this question for the top 100 metropolitan areas with largest immigrant populations for the period between 1990 and 2000. A Spatial Mismatch Index will be constructed on the metropolitan level that measures the overall proximity of immigrants to total jobs and jobs in selected industries in 1990 and 2000. Employment outcomes of immigrants are then assessed using this mismatch index together with other metropolitan-level labor market characteristics. Data for this research mainly draw from the Decennial Census County and City Data Books.

### ***Urban Sprawl, Racial Segregation and Black Infant Mortality***

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Studies from the 1990s suggested that Black-White residential segregation was associated with increased risk of Black infant mortality. Studies have found an association between urban sprawl and health (obesity, physical activity, etc.), but little work has been done on the specific effects of sprawl on African Americans. There have been concerns that segregation and sprawl are closely related. But other work has suggested that both are multidimensional constructs that may not be closely related. There are both highly sprawled, low segregation and highly segregated, low sprawled metropolitan areas. African American Infant mortality rates were calculated from data were downloaded from the CDC for 2000. Other data were downloaded or calculated from the 2000 Census. Only metropolitan areas with at least 100,000 Black persons were included in the study. Independent variables included percent of Blacks in poverty, percent of total population that was Black, urban sprawl, Black-White segregation. The models were weighted by the total number of Blacks in a metropolitan area. In a regression model, both urban sprawl (Odd ratio = .07075, 95% CI = .0707, .0708) and segregation (Odds ratio = .0581, 95% CI = .0580, .0583), were associated with a higher Black infant mortality. In addition, in a



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model with a sprawl-segregation interaction term, the interaction term was also associated with a higher Black infant mortality rate ( Odds ratio = .00223, 95% CI = .0022, .00224). Sprawl and segregation were independently associated with increased Black infant mortality in US metropolitan areas. Also, there may be very increased risks in metropolitan areas with both high levels of sprawl and segregation. These findings suggest that inner city populations should be concerned about urban sprawl and that the overall nature of the built and social environments continue to have a negative impact on the health of US African American populations.

### ***The Social Construction of Sustainable Housing in Chicago, Illinois***

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This paper will help develop a chapter of my dissertation, which compares the social construction of urban housing sustainability in Chicago, IL, USA, to Vancouver, BC, Canada. In this paper, I will focus on how news media and newspapers in Chicago, IL, USA, construct particular types of sustainabilities. My intention for the larger dissertation is to first illustrate how the media constructs sustainability, then how developers create this urban housing sustainability, and lastly how consumers react or interact to/with this sustainability.

### ***Philanthropy, Planning and Rebuilding New Orleans Neighborhoods***

Jeffrey S. Lowe (Florida State University)

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Public policy and support from national foundations encourages community foundations to lead the way in implementing innovative projects that could produce greater impact in solving local challenges. For example, about 10 months after Hurricane Katrina, endowed with \$3.5 million from the Rockefeller Foundation coupled with \$1 million of its own funds, the Greater New Orleans Foundation initiated a process allowing New Orleans neighborhoods to produce individual plans. The process was intended to be both complementary and autonomous from public-sector planning, with significant financial support at a level unseen for previous citywide initiatives. Yet, certain assumptions exist about philanthropic post-Katrina planning activities. Philanthropic support may help to expand the provision of goods and services to a community by engaging residents in a planning process of active pursuit for more equity and social justice. Alternatively, philanthropy may usurp resident influence in the planning process by creating a relationship of expert dominance and resident subordination. To test these assumptions, the paper presents research employing qualitative techniques. Interviews were conducted, engaging foundation personnel, representatives of neighborhood groups and others involved in the planning process, and analyzed for common themes. Also, secondary data from published reports and newsprint was collected and examined. The paper concludes with



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recommendations for philanthropic involvement in rebuilding to occur specifically after a catastrophe as well as neighborhood planning more generally.

### ***Incentives for Collaboration: State-Level Brownfield Remediation and Redevelopment Programs***

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Commercial and industrial growth since World War II has left its imprint on the United States. During the socio-economic changes following WWII, pollution increased dramatically faster than the gross national product. As commercial and industrial firms sought to increase efficiency, many firms either abandoned their traditional property locations or manufacturing processes, leaving behind older buildings and remnants of processes which have contaminated the property. These abandoned, contaminated remnants, known as brownfields, are ripe for both environmental cleanup and economic revitalization. EPA estimates that there are upwards of 450,000, and perhaps as many as one million brownfields, in the United States. Appalled at the slow speed of remediation under state and federal Superfund provisions, states began developing incentive-driven policies that promoted collaborative relationships among state agencies, private industry and some citizen groups. Policy areas where collaboration, not command and control, are the mode of action are growing in both scope and number, particularly if governments are generally playing a weaker role in creating public policy and outcomes. This collaboration seems particularly appropriate in the remediation and redevelopment of contaminated sites. Such policies require multiple public and private agencies to work together to remediate and redevelop sites, in part because no actor has the legal authority, fiscal resources and connections to local communities to successfully reinvigorate sites alone. Yet, because of the bottom-up development of programs, states have incredible flexibility when designing their brownfield programs. Up to this point, researchers have acknowledged the variation in programs that this flexibility has provided, but, have yet to develop a meaningful framework for understanding this variation. That is, we have very little knowledge about how states piece together their remediation and redevelopment programs from the myriad options available to them. This paper investigates the policies that states have developed to manage, remediate, and redevelop contaminated sites within their borders. The dataset on brownfield remediation programs used in this study distinguishes features of state cleanup and redevelopment programs for all fifty states as identified in the EPA's State Brownfields and Voluntary Response Programs report (SRA International 2006) and the Northeast-Midwest Institute's Brownfield Voluntary Cleanup Program Impacts (Bartsch, Anderson et al. 1999). Cluster analysis on features of state programs (financial incentives, liability provisions, public participation, long-term stewardship, economic impacts, and a proxy variable for program age) indicate that there are five discernable and meaningful patterns of incentives that states utilize in their voluntary cleanup programs. While these variables are descriptive of programmatic structures, they also provide information on the incentives and



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limitations on participation, leadership, and functioning of state brownfield programs in the United States. This paper provides a framework to help researchers and practitioners understand the variation in state brownfield programs. Such a framework can help researchers more carefully specify which features of brownfields programs are important contributors to effectiveness and identify areas for policy improvement in cross-state comparison.

### ***Sites of Problems, Sites of Policy: A Cross-National Comparison of Urban Neighborhoods***

Vivien Lowndes (De Montfort University), Mara S. Sidney (Rutgers University-Newark)

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This paper considers urban neighborhoods as sites of urban problems and policy intervention. Neighborhoods have long been a focus of research for urban scholars interested in tensions surrounding urban change, class and race conflict, and problems such as poverty, affordable housing, and gentrification. This paper steps back to ask about the theoretical and methodological justifications for studying the neighborhood scale, and to examine the comparative method as an analytic framework for cross-national research. It examines the neighborhood as a spatial manifestation of multiple economic, social and political forces and actions coming together to produce specific problems; and as a site where multiple policies originating at various political scales also come together. The paper traces the distinctive policy histories and legacies of neighborhood policies in European and North American cities, and the implications of varying intergovernmental and cross-sectoral arrangements for neighborhood policy and problems. It compares processes and actors involved in designing and implementing neighborhood policies and the contested discourse evident in “policy talk” about neighborhood distress, its causes, features, and appropriate solutions.

### ***Constructing the New New Deal: US housing policy post-2008***

Heather I. MacDonald (University of Western Sydney/University of Iowa)

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The current mortgage financing crisis promises to re-shape US housing policy in dramatic ways. The priority placed on expanding access to home ownership as a redistribution strategy, the reliance on a delicate public-private partnership based on exchanging risk for social regulation, and the macro-economic role of home ownership as a counter-cyclical support, are all called into question by the near-disintegration of the housing finance system in 2007/08. This paper begins by setting the context for the current policy challenges, examining the evolution of financial regulation, and charting the roots of the most current crisis in the nature of the solutions crafted to previous ones. Current legislative debates and outcomes are analyzed, and compared with debates and legislation during the 1989-1993 financial reform period, to identify the ways in which the terms of debate have evolved or remained the same. At least three



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consistent themes emerge from this analysis: a) the acceptance of regulation as a quid pro quo for risk sharing; b) the use of regulation as an alternative to redistribution (ie direct subsidy); c) the stimulus to industry innovation in response to regulation. Each of these themes is evaluated to identify how it shaped both housing policy and housing outcomes. The paper concludes by discussing the implications of the current crisis for the future of US housing policy. Four major questions are raised: 1. Are taxpayer guarantees appropriate for an innovative financial services industry? 2. Are safety-and-soundness goals compatible with social equity goals? 3. Can governments control complex quasi-markets of regulations and incentives, once they have created them? 4. Has the current crisis altered policy makers' perceptions about the priority placed on home ownership as a centerpiece of US housing policy?

### ***Sector Mobilization: Public Policy Initiatives of Nonprofit Membership Associations***

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Recent research suggests that, for most nonprofit organizations, the extent of nonprofit advocacy falls far short of what is permissible by law. Some nonprofits are concerned that engaging in advocacy will jeopardize their tax-exempt status. Other nonprofits do not perceive advocacy as a central part of their organizational mission, but they nevertheless stand to benefit from such work, particularly as it pertains to the allocation of government funds and to regulations that impact the sector (e.g. regulations linking organizational budget size to audit requirements). This paper examines the public policy initiatives pursued by a sample of nonprofit membership associations distributed across several states. These nonprofits are members of the National Council of Nonprofit Associations (NCNA), a network of state and regional nonprofit associations that represents more than 20,000 nonprofit members. Using archival and web-based research, the paper traces the influence of NCNA-led policy initiatives by examining their adoption at the state and local level. The paper argues that the work of NCNA and its nonprofit members represents a new form of collective action by nonprofit organizations that seek to leverage local networks to achieve policy change that benefits their member organizations. The paper considers how the composition of state nonprofit networks impacts their adoption of policy initiatives conceived by the NCNA.

### ***Memories of Place and Race: Chicago's Southwest Side***

Michael T. Maly (Roosevelt University), Heather M. Dalmage (Roosevelt University), Nancy Michaels (Roosevelt University)

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Chicago's southwest side has long been held up as a symbol of white racism. We explore the experiences of whites who either lived or grew up on the southwest side (e.g., Gage Park,



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Marquette Park, West Lawn or West Elsdon) between 1960 and the late 1980s. Focusing on how people conceptualize their neighborhood through memory, we unpack how physical and social spaces are constructed and how such memories get imbued in places. We examine how whites construct racialized memories, the codes used to talk about non-whites, and the manner in which white privilege operates in both neighborhoods and in terms of framing collective memories. Finally, we explore how growing up in a community undergoing racial change and organizing to ostensibly slow integration influences housing choices and world view of the adult children raised in this area.

### ***Community Development Corporations and the Myth of the Organizing-Development Dialectic***

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In the literature on community development corporations, there has been a critique of CDCs as not representing the interests of target neighborhoods. Critics have pointed to an ingrown tension between a development and organizing agenda. In debunking the myth of the organizing-development dialectic, this case study of a CDC in Lawrence, Massachusetts shows how a CDC can effectively spearhead development based on community organizing efforts and empowerment of neighbors. Based on 95 hours of participant observation from 2006 – 2007 and 29 in depth interviews of residents and staff, this researcher was able to understand the interplay of organizing and development for this CDC.

In 1998, national community development expert Bill Traynor returned to his hometown of Lawrence, Massachusetts to head an almost defunct community development corporation. Nine years later, the newly renamed Lawrence Community Works (LCW) has completed an impressive array of development projects but more importantly, has seen an uncommonly high level of engagement among the residents of its target neighborhood including over 500 residents attending the annual meeting to vote in contested board elections. Neighbors are out there cleaning up alleys, planning parks, going to Washington DC to lobby for funds.

LCW demonstrates how CDCs can integrate organizing together with development so that development projects are shaped from the ground up by residents themselves. For Lawrence Community Works (LCW), the question is not whether to base development on what the community wants. Organizing “before, during and after” bricks and mortar is a given basic mode of operating. In conclusion, the LCW example indicates that other CDCs can engage in community organizing for neighborhood driven development in two ways: cultivating independent funding sources and by hiring Executive Directors and staff with organizing knowledge and experience to create an organizing culture.

### ***Evaluating Causality in the Relationship Between Homeownership and Social Capital***



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Social capital, broadly defined, refers to connections within social networks and the resources that are exchanged via those connections. In this paper, we analyze whether homeownership creates social capital in urban communities by providing new social network connections along which resources can be exchanged, or whether homeownership simply concentrates social capital ties within one's neighborhood. Do homeowners actually know more people as a result of being homeowners, or do they know no more people than renters but more of the people they know are concentrated in their immediate neighborhoods? We hypothesize that homeownership fosters a sense of belonging to one's neighborhood which, in turn, leads to increased interaction with one's neighbors and expanded social networks for homeowners. We test this hypothesis using data collected from a matched sample of homeowners and renters. We measure social capital using a resource generator survey which collects information on how many people a respondent knows who could provide a given resource. We differentiate between an individual's overall social capital and the social capital connected with one's neighborhood by asking respondents whether any of the people they know who could provide a given resource reside in their neighborhood. If homeownership is generative of new social capital, we would expect homeowners to have more overall social capital resources and also more resources within their neighborhoods. We use a treatment effects model to account for endogeneity within the theoretical model. Finally, we consider whether homeownership is a proxy for decreased residential mobility by testing the effect of neighborhood tenure duration on social capital. We find that homeowners have more total social capital resources than renters, and they are also more likely to have social capital resources within their neighborhoods. These findings hold when controlling for household-level socio-demographic variables and length of neighborhood tenure. Based on this evidence, we conclude that homeownership generates social capital via increased social network connections for homeowners within their neighborhoods. We discuss the implications of this finding for policies aimed at increasing homeownership among low- and moderate-income households.

### ***Can We Be Sustainable in a Uniform Way? The Case Study of a BRT Project at Fordham Road, New York City***

Rui Mao (Hunter College, CUNY)

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It is universally accepted that sustainability is a much broader concept having three equally important dimensions: economic, social, and environmental. The concept of sustainable development requires integrated approaches to illustrate the interactions between economic, social and environmental concerns. However, in reality trying to direct each of the three dimensions towards sustainable futures often results in the dilemma that the proposed



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programs or solutions are incompatible with each other, i.e., that a sustainable-oriented solution for one dimension is not sustainable for another. Therefore some scholars argue that the idea of achieving the universal acceptance of sustainable goals, i.e. produce more, distribute more justly, and preserve the future is a utopian fantasy. The purpose of this study is trying to take a critical look at "sustainable development" and begin the study with a doubt that whether "ideal" solutions are achievable in reality. If so, "can we be sustainable in a uniform and way, i.e. achieving environmental, economic and social sustainability at the same time?" The Mayor of New York City has an ambitious goal to make the city greener and greater. Soon after PlaNYC 2030, a comprehensive, long-term sustainability plan comprised of 127 initiatives in six key areas: Land, Water, Transportation, Energy, Air and Climate Change, was released in 2006, a new division named Planning & Sustainability was created within the NYC Department of Transportation to plan and implement sustainable initiatives in the transportation sector. Adding bus service was identified the quickest way to improve mass transit capacity in New York City. The first pilot Bus Rapid Transit (BRT) Project at Fordham Road in New York City is chosen as a case study to test whether it is possible to really balance the needs of transport stakeholders and shareholders in that neighborhood, and whether we are able to balance the commercial and commuter needs for business sustainability.

### ***Participatory Campus Planning***

Judith A. Martin (University of Minnesota)

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It is a truism, if not always practiced, that major campus planning efforts are handed off to professional consultants. The University of Minnesota (Twin Cities) has been updating a campus master plan another way ? by using the talents and knowledge of faculty, staff, and students. This new plan will be adopted in spring 2009. This paper will consider the advantages/disadvantages of doing an "in-house" plan rather than hiring consultants, from the perspective of one of the co-chairs of the process.

### ***Deportation by Attrition: Undocumented Immigrants' Access to Higher Education***

Nina Martin (University of North Carolina at Chapel Hill)

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Frustration with federal immigration policy has led many municipalities and states to attempt to reduce the presence of undocumented immigrants in their area, by limiting immigrants' access to jobs, housing, drivers licenses, and health care. The localization of anti-immigrant policy has been most widely adopted in new immigrant gateways. In the last decade, the geography of immigrant settlement patterns in the United States has shifted. While traditional gateway states such as California, Texas, New York and Illinois still attract large numbers of immigrants, new destinations have emerged in the Southern and Midwestern regions of the US. North Carolina



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has one of the fastest growing Latino immigrant populations of any state. The assimilation and integration of this population is intensely debated by politicians, citizens, and the media. The debate has recently intensified over the issue of access to higher education for undocumented students, when the State Board of Community Colleges banned undocumented students in 2008, pending further study of the issue. In this environment of increasing hostility and restrictiveness, what is the role for city and regional planners and for progressive-minded policy makers? While the long term goal of these officials may be to increase access to higher education, this will not be possible without laying the ground work for such a change. Drawing on the social movements literature, I consider the points of possibility for immigrant activists to resist this deportation by attrition. These include reframing the discourse, undertaking leadership development among immigrant youth, and building strong advocacy coalitions among civil society organizations. This paper reviews the work of nonprofit immigrants' rights organizations in North Carolina and their work on the issue of immigrants' access to higher education. In addition, suggestions are made based on the experiences of the state of Illinois, where in 2003 state legislation was passed granting undocumented students in-state tuition rates to attend state colleges.

### ***Sports Facilities and Sustained Competitive Advantage: A Resource-Based View***

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The use of public subsidies to build facilities for professional sports facilities continues unabated (Long, 2005). While there appears to be a shift from arguing the positive economic benefits that are obtained to more intangible benefits to justify the use of public funds (Delaney & Eckstein, 2008), the bottom line is that city leaders feel that having a state-of-the-art facility and major league sports franchise confers a degree of status that allows the city to differentiate itself from others (Duquette & Mason, 2008). Although management scholars have begun to focus on the competitiveness of cities and city regions (cf. Porter, 2001), and other work has examined how owning a sports franchises might be a means of sustaining competitive advantage (Mauws, Mason & Foster, 2003), there has been little work examining how a sports team and franchise might confer a competitive advantage for the cities that subsidize them. Thus, the purpose of this paper is to review the subsidization for North American sport facilities through the lens of the Resource Based View (RBV) of the firm (Barney, 1991). In this case, the city acts as the firm in allocating civic resources in order to compete in a globalizing economy. We discuss the characteristics that are deemed necessary to confer competitive advantage and argue that, while creating some competitive advantages for cities, only when the facility and team are combined with unique and inimitable characteristics possessed by the city can competitive advantage be obtained. Thus, cities may capitalize on the benefits of having a sport facility only after they have the necessary complementary resources to exploit the facility or franchise. This suggests that cities must work to understand the other resources that they possess before investing in sports infrastructure in their respective cities.



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### ***Computer-Based Learning from Prison to Community***

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This paper will examine how a pilot computer-based learning program in the New Jersey prison system is helping to prepare female offenders for their lives post-incarceration. In the past 20 years, the rate of imprisonment for women has increased 645 percent as compared to a 300 percent for men (Boudin and Smith, 2003). In regard to reentry, it is estimated that in 2008, 6,000 women in New Jersey will make the transition from prison back to community. Without access to quality education and job training, many of these newly-returning women will be released into the community ill-prepared to secure jobs that will provide economic self-sufficiency. Moreover, women in the NJ prison system are offered almost no avenues to pursue higher education while incarcerated. In addition to gaps in academic training, the women also have disproportional access to occupational training programs relative to male inmates. Such limited training does not offer opportunities to high wage work. Under these circumstances, access to education and job training for incarcerated women at the NJ Correctional Facility for Women is clearly critical. One response to this need for education and job training has been a computer-based learning program. The program is developed as a continuum and is designed to be the beginning of life-long learning that starts in prison and continues at an assessment unit and then at a group halfway house. Upon release to the community women are able to continue their learning at home. The bulk of the learning takes place by completing a series of courses and tests that are on the computer. In addition to working with the computer, students also interact with the instructors and other students. There are group activities and opportunities to do reading, projects and exercises that are related to the learning. This paper will examine this program and experiences of the women involved.

### ***Evaluating Neighborhood Housing Alternatives: Demolitions, New Builds, and Housing Rehabilitation in Buffalo, New York***

Beverly M. McLean (University at Buffalo)

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This paper explores the interconnections between housing interventions and neighborhood revitalization. As de-industrialization impacted inner-city neighborhoods, inner-city blocks experienced depopulation and housing abandonment. Housing abandonment in northeastern U.S. cities has had major impacts on inner-city blocks. A common intervention strategy to address housing abandonment has been housing demolition. In some instances, the consequences of demolition are neighborhood blocks with just one or two houses standing. A catch-22 situation, thus, currently exists in these neighborhoods. The outcomes of neglect and abandonment are visible images of neglect and uncrowding symbolized by falling down buildings, illegal dumping of tires and other unwanted household debris. Housing demolition proponents have argued that removal of older housing units will strengthen the urban housing



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market, provide opportunities to build larger, more up-to-date housing through land banking, and in the long-run stabilize property values thus making it more attractive for future developers (Farris, 2002). A growing number of neighborhood constituents are expressing concerns, however, over the impacts of demolition on inner-city neighborhood blocks. Often, the lots left after demolition, themselves, become neighborhood eyesores and symbols of abandonment and blight—a problem that is only compounded by current urban fiscal crises and lack of financial resources to provide adequate maintenance (many lots remain completely neglected after demolition). With housing problems worsening, increasing focus is given to exploring alternative approaches to abandoned inner-city housing such as housing rehabilitation, new builds, and land banking. An obstacle for rehabilitating older housing units is lack of return on a homeowner's investment in rehabilitation and declining rate of overall housing assessment/real-estate values in inner-city neighborhoods. This paper examines alternatives for housing abandonment and deterioration in an older de-industrialized northeastern city, Buffalo New York. The City of Buffalo contains the nation's oldest housing stock with over 57% of its housing units constructed prior to 1940. The low-income households in the city at highest risk for lead hazard exposure, face significant barriers to attain decent, affordable housing because of their low housing values, poor physical condition, and high housing cost burdens. The empirical research comes from results of an exploration of housing abandonment, vacant lot redevelopment, and environmental health issues in Buffalo, New York. This case study assesses the impacts of the City of Buffalo's housing intervention strategies such as doing nothing, housing demolition, housing rehabilitation, and new builds on surrounding property values on neighborhood revitalization efforts.

### ***Herculaneum, Missouri: The Causes and Consequences of Industrial Lead Contamination***

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This paper focuses on the modern day challenges associated with the legacy of industrial lead contamination and the impact of that contamination on the totality of community life. This research provides a unique opportunity to explore the ways that environmental and industrial issues can shape communities, as well as the ways that local communities can be seen to shape environmental policy on a larger scale.

### ***Connecting Virtually with The Urban Community: A Study of Participants in Police Related Discussion Groups in a major American City***

John G. McNutt (University of Delaware), Lori Brainard (George Washington University)

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Connecting Virtually with The Urban Community: A Study of Participants in Police Related Discussion Groups in a major American City As a result of electronic government, changes in public management theory and revelations in community policing, urban police departments are beginning to make serious efforts to connect with their communities. These efforts have taken the form of community services officers, police foot patrols, community substations, community meetings and so forth. A new wrinkle has been the use of technology tools to connect with citizens in cyberspace. This concept has considerable potential and is being tried in a few communities by innovative departments. Sadly, there is limited literature on this development. This research will begin to fill this gap by providing an evaluation of the user experience in a set of discussion lists. We will look at user satisfaction and roles, user perception of police role, degree of participation and involvement and user acceptance of technology. The project uses three bodies of literature in developing a theoretical framework. First, we will use Denhardt and Denhardt's (2000; 2003) classification of public management theory. Second, we will use Diffusion of Innovation theory (Rogers, 2003) to evaluate the technical aspects of the user experience and third, we will use literature from citizen participation to explore the degree and type of citizen involvement (Verba, Schlotzman & Brady, 1995). Subjects are participants on the seven discussion groups created by the police department in a large American city. The study uses an on-line survey as the principle means of data collection. This research will contribute to the Urban Affairs literature by exploring an innovation in government citizen interaction. It will add to the growing literature on the relationship between urban areas and cyberspace. It will also shed some light on the changing role of police in an urban society. Works Cited Denhardt, J. V. and Denhardt, R. B. (2003). The new public service: serving not steering. Armonk, NY: M.E. Sharpe. Denhardt, J. V & Denhardt, R. (2000). The New Public Service: Serving Rather than Steering. *Public Administration Review*. 60(6): 549-559. Rogers, E.M. (2003). *The Diffusion of innovation*. [Fifth Edition]. New York: Free Press. Strang, D. & Soule, S.A. (1998). Diffusion in organizations and social movements: from hybrid corn to poison pills. *Annual review of sociology*. 22 (1), 265-91. Verba, S, Schlotzman, K. & Brady, H. (1995). *Voice And Equality: Civic Voluntarism In American Politics*. Cambridge: Harvard University Press

### ***Institutions Partnering for Development: An Emerging Role for Higher Education***

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Today, universities not only educate and produce knowledge, they are able to generate jobs, invest in housing and neighborhood revitalization, provide contracts for businesses, and create social capital for a neighborhood. New partnerships are being forged between universities and other public and private institutions to expand campuses, revitalize surrounding neighborhoods, provide safety, and attract students, faculty, and visitors. Institutional partnerships and negotiations amongst institutions are emerging as new mechanisms for each of these sectors. These new models of development attempt to alleviate: 1) the weakening role of the federal and state government in higher education; 2) the inability institutions of higher education to develop



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profitable mixed-use, residential, and retail in a timely fashion; 3) the community and local government's inability to spawn local development with their modest resources; and 4) the unwillingness of the private sector to initiate development in areas that are a risk to their bottom-line. Together, these institutions have the potential to forge partnerships that can work around the aforementioned hindrances via balancing risks. This paper examines the institutional relationships of these partnerships by analyzing in depth case studies conducted in Chicago. The two developments examined in this study are the University of Illinois at Chicago's South Campus Expansion and University Center, a \$150 million university dormitory in the South Loop that houses approximately 1,700 students from a mix of three different institutions. The goal of this research is to provide an understanding of: 1) where these partnerships emerge from; 2) who the players are and their respective interests; 3) the types of arrangements made; 4) the incentives; and 5) the risks for each institution.

### ***The Potential Impact of Chinese Local Administrative Effectiveness on Foreign Direct Investment Firm Location Choice***

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Our cities live and develop in more and more globalizing world. Foreign direct investments (FDI) become major determinants of economic prosperity and growth. It is not surprising that the literature pays close attention to the determinants of FDI at a country and regional levels. A long list of important factors for the FDI attraction was proposed and empirically tested over the last decades. However, it was noted that the research concentrates predominantly on the country-wide "hard" determinants such as education level, infrastructure, labor costs, etc. and is not able to look into the underlying firm-level processes decisive in the investment location choices. This exploratory qualitative study takes a step to fill this gap, and tries to determine how local administrative effectiveness impacts the FDI location choice. The official documentary analysis and semi-structured telephone interviews of both officials and FDI firm managers in four out of eight Economic Development Zones (EDZ) in Xuzhou city (Jiangsu Province of China) gave the following results. First, there is substantial variation in what is considered to be a part of "organizational effectiveness" by the EDZs' authorities and how it is ensured. Second, FDI firms and officials have the same view about factors predicting administrative effectiveness but different opinion about how effective EDZs are. Lastly, at least in our case, FDI firms prefer to invest in those EDZs on which effectiveness the opinion of the authorities and firms' management coincide.

### ***Cities Confronting Climate Change: Making Big Plans and Protecting the "Little People"***

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The concept of the sustainable city has evolved from emphasis on economic viability to a concern for density, adaptive reuse, transportation and air quality, to a focus on urban responses to the global challenge of climate change (CC). Some of the shift is merely redefinition and new analyses of impacts, but other aspects involve real change in priorities and practices. City CC and energy cost policies are intertwined and have become central, the former due to external political pressures, the latter from local economic pressures felt by so-called little people with limited incomes. Urban responses to address CC in the US, Europe and elsewhere have tended to conform to Burnham's Big Plans. The new energy cost conundrum will impose a need to address local economic impacts of adaptation that have heretofore been ignored in most planning for green cities. This paper will examine US urban responses and plans, including those of Berkeley, CA's home energy generation/conservation efforts, Metro Louisville, KY's Green City Partnership, and the conceptualization of PlaNYC in New York, NY. The urban elements and priorities of some of the many US state CC plans will also be scrutinized with respect to the pressures they generate. All will be used to identify conflicts between broad conceptions and details of implementation that affect economically stressed residents and to determine whether new energy economics pressures are promoting more equitable big plans or accelerating abandonment and neglect of the poor as cities respond in a globally competitive economic environment. Lessons for implementation will be extracted to the extent possible from the evidence on conflicts generated and mitigated in the planning and implementation processes to date, with some evidence from European experience applied to interpretation and extrapolation of the narrower range of US activities.

### ***Should Carbon Emission Reduction be an Urban Planning Objective?***

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In recent years, urban planners have paid growing attention to concerns about the increasing emissions of carbon dioxide into the atmosphere and global warming. Following the lead of the Kyoto Treaty and other conventions, urban planners in many cities have begun including carbon emissions as an explicit goal for local planning decisions. The carbon emissions goal has influenced transportation investment decisions, land use regulation, and other infrastructure decisions of local government. However, it's not clear that local governments are well suited, both in terms of informational capacity and as appropriate scale of geography to address the problem of carbon emissions and global warming. Benefits from the actions of an individual town are highly diffuse, while costs are localized. In their defense, urban planners point to the benefits of attracting growing industries or helping their cities to adapt to forthcoming regulation at higher levels of government. The paper will explore the development of local planning efforts to control carbon emissions. Later, the paper will use the tools of welfare economics and game theory to assess under what conditions this type of regulation would make sense.



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### ***Race, Bricks, and Mortar: A Historical Cartography of the Chicago Housing Authority***

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A historical and spatial correlation between race and public housing has been widely established in scholarly research. However, in Chicago these connections have been evaluated only in portions of the Chicago Housing Authority's (CHA) history. This paper will examine the physical infrastructure of the CHA's family housing projects from its inception in 1937 through present day, juxtaposing this infrastructure with contemporaneous housing policy, urban housing ideology, and census data on race. The resulting cartography paints a comprehensive picture of the geography of public housing as built in Chicago, revealing a broader context within which to consider the evolution of public housing in the city.

### ***The Rule of the Market and Its Impact on Efficient Networks of Social Service Delivery in Delaware***

Lauren A. Miltenberger (University of Delaware)

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Neoliberal economic theory has had profound effects on social policy making in the United States. Two main principles have guided government in their interpretation of neoliberalism and its belief in the free market as applied to social services. The first is the claim that the market is the most efficient way to distribute scarce public resources. Secondly, governments should look to devolve responsibility for program delivery to local providers as often as possible because these organizations can and will provide services more efficiently and economically than the government themselves (Alexander, 2000). The benefits of efficiency in using the markets and in devolving public authority are espoused as the ultimate reasons for contracting out public services to private providers. However, one result of having multiple providers delivering public services on government's behalf is that there is a transfer of responsibility for enforcing social policy goals (Kramer, 1998). A resulting concern is how to provide a network of services that is coordinated and efficient in a fragmented system where control is decentralized. This paper will address this concern by reviewing the funding streams from the state of Delaware's TANF, Social Services, and Community Services block grants to the nonprofit and for profit organizations who contract with the state to provide social services. The paper will also review the main policy goals associated with each of the block grants, identify the nonprofits and for profits that are contracting with the state to deliver these services and evaluate the efficiency of the network of social services in Delaware.

### ***The Value of Density: Seeing is Believing***

Kristine B. Miranne (Southwest Detroit Development Collaborative), Constance Bodurow (Lawrence Technological University)



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An ongoing urban design research collaboration between academia and Southwest Detroit, the Value Densification Community project empowers the community to envision their social, environmental, and economic future by creating a 3D digital interface to serve as a powerful tool for measuring and illustrating density and investment. We created a unique “free-ware” digital interface utilizing Google Earth, Sketch Up, and GIS to model both physical (FAR) and social density in a vibrant, urban community. The resultant digital interface, created from a series of data sets, empowers the community through expanded interpretation of value, asset identification to better envision its environmental, social, and economic future. The digital interface is unique in that it models “social exchanges” in three dimensions, and allows the user to overlay social and infrastructure layers with physical density.

The research methodology and scope of work has four primary focus areas: 1) establishing a process to bring partners to the table - a seven member ad hoc committee determined additional data sets to be added, what training is required and how the digital interface can best be utilized; 2) conducting data collection and review - existing and new data were refined based on ad hoc committee member input and needs; 3) enhancing the digital interface - adding new “layers” and 3D information to include all of Southwest Detroit and 4) training, analysis and application - use and applicability of the tool in community work plan enhancement, while supporting strategic planning. Our goal is to explore how aspects of the post-industrial city can be understood, communicated, and leveraged in service of equity and sustainability, and to use technology to reveal data about the city in order to convince community, political, and economic leadership to embrace a broader interpretation of value.

### ***Producing Places: From Daniel Burnham to Rem Koolhaas***

Ali Modarres (California State University, Los Angeles)

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A century has passed since planners of the progressive era, reacting to the burgeoning industrial cities, espoused communitarian principals, hoping to save family, community, nature, and, by extension, city and nation. For these visionaries of the late 19<sup>th</sup> and early 20<sup>th</sup> centuries, including Daniel Burnham, the themes of ‘community’ and ‘nature’ were woven into their imagined urban morphology, portraying images of civility and settlement enveloped by nature. For these planners, localism defined urban identity against the machine, a theme championed by human-scale urban advocates such as Jane Jacobs.

One hundred years later, as globalization enters its maturity, the fight for ‘community,’ ‘place,’ ‘nature,’ and ‘culture’ has become a global phenomenon. However, the fluidity that defines the movement of goods and people has given rise to questions regarding the stability of identity and the legitimacy of claims of cultural purity. In the mid-1990s, Rem Koolhaas, the iconic contemporary architect, declared “perhaps we have to shed our identities. Perhaps identity is



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constricting us." His vision for future cities is summed up in his concept of the 'generic city,' where "brand names are less important than the generic."

This paper will attempt to situate Burham's 'Paris on the Prairie' and Koolhaas's 'generic city' within the larger sociopolitical and economic narratives, suggesting that historical and post-historical design concepts fit equally well within the theoretical framework associated with the social production of space. Using Chicago and Dubai as two tableaux for conceptual design and planning, I will illustrate how the two design concepts are related to the power structure and the larger forces that shape the urban experience.

### ***The Leisure of the Theory Class***

Daniel J Monti (Boston University)

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Veblen's classic statement on conspicuous consumption and the failure of middle-class morals is turned on its head and applied to a critique of contemporary theories about American civic customs and values and the social scientists that come up with them.

### ***Tracking Legal Challenges to Municipal Control of Milwaukee's Early Street Railways***

Karen W. Moore (University of Wisconsin-Milwaukee)

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This paper will examine legal impediments to the City of Milwaukee's attempts to municipalize and, failing that, to regulate its privately owned street railway corporation, the Milwaukee Electric Railway & Light Company ("TMER&L"), in the early part of the twentieth century. This study commences with the 1900 scandal involving the City's thirty-five year extension of TMER&L's exclusive franchises, despite popular support for city ownership of the urban rail. Realizing in the end that their only recourse was the vote, in 1910 residents elected Socialist Mayor Emil Seidel and his city attorney, Daniel Hoan to effectuate the needed changes. During the same era, progressive Wisconsin Governor Robert LaFollette introduced "the Wisconsin Idea"—state regulation of the street rails and other corporate entities. Despite the supposed good intentions behind these laws, Hoan, et al, came to detest the newly established Wisconsin Railroad Commission for its—at best—obstructionist and—at worst—pro-TMER&L decisions.

Additionally, even in the new "trust-busting" legal climate of the period, when the City sought assistance from state and federal courts, these judicial bodies often deferred jurisdiction to the state agency or noted the city's lack of autonomous power. An additional stumbling block for Hoan and his ilk was the absence of legal provisions or even intellectual conceptualizations for local regulation of service industries that traversed municipal boundaries. Yet, the language of prior court decisions distinguishing between intra-city "street railways" and "interurban railways" stymied the City's additional efforts to police and tax this leviathan. Ultimately, perhaps Hoan was most crippled by his inability to see past the twin goals of municipal ownership and



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annexation to the possibility that Milwaukee would have to partner with other local governments. This paper describes the legal contests surrounding the Socialist-TMER&L battle, as it informs our understanding of Milwaukee's early twentieth century city-building process.

### ***Social and Environmental Conflicts Within The City: Where Do They Occur?***

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The urbanization of the world is marked by a process of metropolitanization which refers not only to the concentration of population in the metropolitan areas, but also to the concentration of economic activities and managerial functions in these regions. Even though investments and wealth are concentrated in these areas, metropolises are also the places of concentration of social disparities and environmental problems, corollaries of a type of development which aims at growth often to the detriment of social and environmental issues. These issues are objects of collective conflicts within the city. These conflicts are carried on by groups of citizens or community organizations that protest against social injustice or the deterioration of their physical environment. The issues that are raised concern the society in general, such as wealth redistribution or industrial pollution, or urban problems, such as bad conditions of housing, insufficient public utilities, scarcity of green spaces, and ground contamination. Where do these conflicts occur within the city? Do they take place in the city center, in poor districts or in middle class neighborhoods? Is there a difference between the location of social struggles and the location of environmental contests? Is there a variation between the place of conflicting events that concern the society in general and the place of conflicting events that specifically concern urban problems? We will address these questions by presenting the results of an ongoing research project focusing on social movements in and on the city, and examining the case of Montreal since 1980. This project is financed by the Social Sciences and Humanities Research Council of Canada.

### ***Neighborhood Influences on Information Technology Use at Work***

Karen Mossberger (University of Illinois at Chicago), David Kaplan (Kent State University)

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Research on information technology use has shown that neighborhood characteristics such as poverty influence opportunities for digital inclusion (Mossberger, Kaplan and Gilbert 2008; Mossberger, Tolbert and Gilbert 2006). Theories of spatial mismatch (Kasarda 1993; Kain 1968; Kaplan 1999) argue that residents of poor communities are isolated from employment opportunities that fit their skills. The need for technology skills is increasingly common in the labor market, even among less-educated workers with no post-secondary education. For less-educated workers who use computers or the Internet on the job, there are substantial



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differences in wages, controlling for other factors (Mossberger, Tolbert and McNeal 2008). We will explore the effects of place on opportunities to use technology at work in three northeast Ohio cities that represent a socioeconomic continuum: East Cleveland, Youngstown, and Shaker Heights. East Cleveland is very poor and primarily African American; Youngstown is more racially and economically diverse (although also relatively poor); and Shaker Heights is an affluent and racially diverse suburb. Using a 2005 random-sample telephone survey of the three cities and 2000 census data, we will examine factors that influence technology use at work, controlling for the neighborhood context (area income, educational attainment, and racial composition among other factors) and individual-level variables. The analysis will include the use of “buffers” that create a unique geography of contextual factors for each respondent, such as racial composition within a half-mile of the respondent’s residence. After examining the rich descriptive data that we have on technology use and occupations in the three cities, we will examine the relationship between place and technology use in the first stage, and place and technology use at work in the second stage.

### ***Picking up the Pieces of the Subprime Boom and Bust: Mortgage Revenue Bond Loans for Underserved Homebuyers?***

Stephanie Moulton (Ohio State University)

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The Mortgage Revenue Bond (MRB) program is often promoted and supported publicly as a tool to increase homeownership for otherwise underserved (particularly low income) populations; recently, the 2008 Housing Act (H.R. 3221) included a provision to expand the funding and scope of the MRB program in light of the subprime mortgage crisis. However, previous (outdated) research has challenged the ability of the MRB program to serve a “needy” target group (Calkins and Aronsen 1980; Benjamin and Sirmans 1987; Durning 1987; GAO 1988; Cooperstein 1992; Durning 1992b). Using a dataset of more than 20,000 MRB subsidized mortgages from 2004-2006 in three states (including Ohio, the largest MRB program nationwide), this multivariate, multilevel analysis finds that while in general MRB’s are targeted to underserved borrowers (for example, nearly 50 percent of the assisted borrowers purchase homes in tracts defined by HUD as “underserved?”), there is significant variation between lenders implementing the program in their targeting and origination of MRB’s to underserved borrowers. Employing a comprehensive set of variables to describe originating lenders, including regulatory structure, size, financial condition (from Bank Call Reports and Thrift Financial Statements), lending culture and localness, and controlling for borrower, neighborhood and economic characteristics, this analysis finds that particular lender characteristics are significantly and substantively predictive of serving underserved borrowers in the MRB program. For example, more heavily regulated institutions, institutions originating more loan volume locally (within the same county), very large or very small lenders, and lending institutions with a larger proportion of risk weighted assets are more likely to originate MRB loans to underserved borrowers, defined by borrower characteristics (low incomes and affordability) or area need. The



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implications of these findings for housing policy and state Housing Finance Agency MRB program administration are discussed, with directions identified for further research.

### ***Home Value Appreciation in Neighborhoods Experiencing Racial Transition***

Richard G. Moyer (Temple University)

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This research project seeks to quantify the impact of racial transition on property values. The main sources of data for the project are tract level census data to measure racial transition and public records data on real estate transactions to measure median home value appreciation. The focus is on racial transition in neighborhoods within the nine-county Philadelphia metro area from 1990-2000. The study is most interested in whether neighborhoods that were all white, or nearly all white initially which subsequently have become racially diverse have had stagnant, rising, or decreasing property values relative to their surrounding communities. In addition to multi-variable regression analysis, results will be mapped using GIS software, displaying patterns of racial transition and patterns of home value appreciation across the metro area. The study has implications for racial disparities in wealth, as well as the study of racial segregation and economic segregation within urban areas. The research design provides an empirical test of conventional wisdom that property values will drop as blacks move into neighborhoods.

### ***Conceptualizing the Social and Ecological Implications of Poverty Sprawl***

Elizabeth J. Mueller (University of Texas), Sarah Dooling (University of Texas)

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A spatial shift in settlement patterns of working class and poor people is emerging: they are exiting urban centers and re-locating at the urban-rural fringe. Suburban poverty is rising fastest in inner ring suburbs around declining industrial cities and in suburbs of new economy cities such as Portland, Dallas and Atlanta. At the same time, many cities are drawing higher income residents back to central city neighborhoods, particularly downtown. The social and ecological implications of these new settlement patterns have not been fully identified. Our paper offers a conceptual framework for identifying and integrating social and ecological implications of these settlement patterns. We base our proposed framework on review of scholarly literature on the social and demographic drivers of these new patterns, on the characteristics of suburban poor neighborhoods and the ways that neighborhoods shape the life chances of low-income residents, and on factors shaping the ecological footprint of various types of households. From this review, we derive key questions and relationships that must be jointly investigated to understand the connections between social and environmental sustainability. Finally, we use our Austin, Texas pilot study to outline a methodology for investigating the social and ecological implications of low-income settlement on the urban-rural fringe and the degree to which addressing poverty is necessary to the success of policies and plans related to sustainability.



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Integrating the ecological consequences of poverty sprawl into central city densification strategies and concepts of sustainability will make significant contributions to the scholarly literature and to understanding regional spatial patterns.

### ***Fear and Loathing? White Evangelicals and the City***

Mark T Mulder (Calvin College)

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In their landmark study, *Divided by Faith*, Michael Emerson and Christian Smith articulated the ways in which evangelical spirituality and practice actually contributed to the racialization and segregation of American culture. Our study launches a correlate (and supplementary) initiative that will consider how evangelicals tend to exhibit an anti-urban bias that contributes to a negative view of urban life and contributes to the growth of suburban and exurban social arrangements.

Recent research confirms this suburban center-of-gravity for evangelicalism. A 2004 study, "America's Evangelicals," conducted by John Green and Anna Greenberg found that 25.4% of evangelicals surveyed lived in rural areas, whereas 31.9% lived in areas considered "urban," with the remaining 42.7% living in "suburban" and "exurban" social environments. Thus a majority of evangelicals live in suburban/exurban contexts.

In essence, our exploration considers whether there exists something within the evangelical "cultural tool kit" that predisposes that segment of the population to hold an anti-urban bias. In order to fully pursue that line of questioning, we will compare evangelical habits and cognitions with members of other religious traditions within the US. At the 2008 Urban Affairs meeting I reported on our initial analysis of over seventy qualitative interviews.

In effort to nuance our findings, we have doubled our interviews ( $n$  of 156) and continue to code and analyze. Beyond that, we have initiated the second leg of the study: content analysis of relevant books written by evangelical authors. In other words, we are examining whether there exists and correlation or commonality between what evangelical leaders write about cities and how laypeople perceive cities.

### ***The Symbolic Dilemmas of Suburban Poverty: Challenges and Strategies of Antipoverty Organizations in Poor Suburbs***

Alexandra K. Murphy (Princeton University)

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Poverty increased in US suburbs during the 1990s, marking a change in traditional locations of poverty growth – inner-cities. It is argued that poor suburbs exist in "policy blindspots" (Puentes and Warren 2006). What might the rise in suburban poverty, often unrecognized by policy officials, mean for organizations that provide needed goods and services to the poor in these



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areas, which, are arguably, experiencing increased demands for services? Using participant observation and in-depth interviews with the executive directors of nonprofit antipoverty organizations in eight different poor suburbs outside of Philadelphia and Pittsburgh, I seek to understand the challenges nonprofit antipoverty organizations face in garnering the resources they need to deliver services in poor suburbs and the strategies they employ in the face of such challenges. I find that in the race for external support, organizational efforts revolve around symbolic dilemmas posed by the history and distribution of poverty in the suburbs in which organizations are located. In crafting themselves as worthy of support, organizations devise strategies around these dilemmas. Using interview responses I develop a three-part typology of suburban poverty: inner-ring poor suburbs, Rustbelt suburbs, and poverty pocket suburbs. This typology gives us a lens through which we may understand how poverty in the suburbs differentially shapes the competition for resources among organizations.

### ***Mixed Housing and Restructuring of Post-Conflict Belfast***

Brendan Murtagh (The Queen's University, Belfast)

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Belfast has changed remarkably in the last 15 years with sustained economic growth, net immigration and rising house prices reflecting a buoyant post-conflict economy. Rates of segregation have also stabilised and new consumption spaces and elite developments further reflect the city's engagement with globalisation and economic liberalisation. This paper explores the spatial impacts of these forces not least as gentrification has created new layers of residential segregation in a city already preoccupied with high rates of ethno-religious territoriality. A case study of housing change in south Belfast connects these shifts to the production of new mixed-religion neighbourhoods. These have the capacity to reduce the relevance of traditional binary identities, but at the same time, reproduce new forms of segregation centred on tenure and class. The paper concludes by highlighting the implications for policy makers as new forms of segregation, create deeper exclusions for those largely untouched by peace and economic modernity.

### ***Boyz and Laundrettes: The Reel US and UK City from Reagan/Thatcher to Bush/Blair***

Douglas A. Muzzio (Baruch College, CUNY)

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"Boyz and Laundrettes" will compare the representations of American and British cities projected by movies in the quarter century from 1979 to 2004. The paper will address a number of questions, including: What have been the dominant cinematic images of the US and UK cities as they have been projected over the quarter century? Have these images been challenged, have they evolved, been displaced? What have been the commonalities and divergences in the projection of American and British cities over time and across genres? Are the images and



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representations evident in American and British films consistent with those described in the scholarly literature and commentary about the “objective” state of the city -- the “real” vs. the reel US and UK city? The approach to be used in “Boyz and Laundrettes” is eclectic, drawing from urban studies, cultural studies, semiotics and traditional critical analysis. The paper will explicitly examine: 1. the contents of the films, their visual and aural elements; 2. the social, cultural, political, ideological, economic, institutional, and technical and aesthetic conditions under which the movies were produced; and 3. the movies reception by audiences and critics. Despite the growth of the study of both US and non-US cities in movies since “Decent People: The American City in Cinema” (Journal of Urban Affairs, 1996), there is not, to my knowledge, any work which rigorously compares images of cities in the movies of two nations/cultures. “Boyz and Laundrettes” is an exploration of these cinematic cityscapes.

### ***Urban VisOral Historiographies in the Battlefield of Representation: The Case of Haifa***

Regev Nathansohn (University of Michigan)

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The past decade has been marked by a growing interest in the visual historiography of the urban space in Israel. While much of the interest focuses on visual representations created by professional photographers working for state and municipal institutions or for commercial businesses, hardly any space is reserved for the exhibition and study of visual materials created by private people. The notion that the past is not over is proved time and again by the current debates in the ethno-racial and national-religious social sphere in Israel. These debates are increasingly expanding their spaces of visibility to the battlefields of current and historical representations. In these debates, private photographs and their interpretations can undermine the city's borders-setting as well as its periodization. In this paper I will focus on dimensions of Space, Time and Identity as they are played out in the VisOral Historiographies of veteran residents of Haifa, a mixed Arab-Jewish city in northern Israel. Haifa's contested history is embodied in the parallel yet not always overlapping historical narratives of its multiethnic population. By elaborating on these historiographies I will deal with questions of representation and knowledge, the status of visual historiography versus verbal historiography and the connections between the political and the visual in the context of the urban space. By comparing these private Historiographies to fieldnotes taken during guided tours in the city and during visits to exhibitions in the city's exhibit spaces, I will claim that the private visual sphere is crucial for our understanding of present realities as well as of agendas for the city's future.

### ***Intermunicipal Geographies: Structural Constraints and Civic Capital in Cooperation for Regional Economic Development***

Jen Nelles (University of Toronto)

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This paper explores the dynamics of intermunicipal cooperation for regional economic development. This project attempts to enrich theoretical literature on intergovernmental collective action and contribute empirically to the expanding field of comparative regional governance. This research was inspired by the tendency, in both scholarship and practice, to turn to formal institutional reform to solve problems of regional coordination. Debates of new regionalism advocate a role for governance solutions, which encourage a broader spectrum of actors to engage in the policy process. However, the emphasis in most jurisdictions has remained on formal, institutionalized structures, imposed by senior levels of government. As a result, the construction and potential for bottom-up and collectively negotiated regional solutions are typically under-explored. This builds a case for intermunicipal cooperation as an alternative approach to regional coordination that unites the participatory concept of regional governance with functional flexibility of cooperative networks. It analyses what factors affect the emergence of these networks for governance in three areas of regional economic development: regional marketing, cultural policy and regional transportation. The paper argues that while regional structural and institutional variables are useful in understanding the emergence of development partnerships, they tend to have different effects in different cases. This paper formulates and applies an innovative concept ? civic capital ? to capture the dynamics of building and sustaining regional governance networks. It is both a critique and extension of social capital approaches to regional development. It hypothesizes that, where civic capital is high intermunicipal cooperation is more likely regardless of institutional and structural contexts. This contention is supported by empirical evidence drawn from a comparative case study of intermunicipal cooperation in four city-regions: Toronto and Waterloo in Canada, and the Frankfurt and Rhein-Neckar regions in Germany.

### ***Job Chains and Career Ladders in Health Care: An Economic and Workforce Development Strategy for Greater New Orleans***

Marla Nelson (University of New Orleans), Laura Wolf-Powers (University of Pennsylvania)

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This paper demonstrates that the impact of employment growth in health care, particularly hospitals, has the potential to outstrip the impact of producer services and tourism growth on unemployed and underemployed low-skilled, entry-level workers and summarizes the current knowledge on career ladder initiatives in health care services. The paper also proposes, in collaboration with the New Orleans Regional Planning Commission (NORPC), a coordinated regional workforce and development and implementation of career ladder initiatives for low-skilled, entry-level workers in the region's healthcare industry. Finally, the paper suggests an amendment to Title I Subtitle D of the Workforce Investment Act (WIA) of 1998, creating a national program of grants to establish or expand multi-stakeholder industry or sector partnerships.



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### ***Segregation and Segmentation: An Examination of Housing Market Dynamics in Nashville***

Michael Nelson (Vanderbilt University)

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The dynamics of residential housing markets play a central role in many urban policy challenges, including a lack of affordable housing and the isolation of minority and low-income households. While there is a growing consensus that metropolitan housing markets are made up of a series of submarkets, there is debate about whether housing segmentation is based upon differences in property, location, neighborhood, or household characteristics. This presentation explores the role of neighborhood-level variables, particularly the role of neighborhood racial composition, on creating discontinuities in housing market value (i.e. housing submarkets). Using a relational database combining sales history and parcel data from Metropolitan Nashville (n>1,000,000) with the Urban Institute's Neighborhood Change Database, this dissertation research measures the changing impact of neighborhood characteristics (measured at the Census Tract level) across three decades. An analytical framework incorporating racial processes in housing market segmentation is proposed and evaluated against the findings for each census period. Multilevel hedonic price modeling is used to delineate the impact of property, neighborhood, and locational characteristics on home values across time. These findings contribute to a new level of understanding about racial processes in housing markets ? a theme under-theorized in much of the contemporary housing economics literature ? and to a better understanding of housing market segmentation in general.

### ***Mental Health Barriers to Community Development Objectives***

Denese Neu (HHS Planning & Consulting, Inc.)

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This paper presents findings from a study funded by the Robert Wood Johnson Foundation on affordable housing staff awareness of mental health impediments to community building. The evaluation of funding policies and national training materials, particularly those associated with social impact, were central. On an individual level, housing is essential to mental health; mental health is essential to health and vice versa. At the community level, people who are mentally healthy will help build healthy, viable places regardless of income levels. Psychological imbalances, such as depression and anxiety, are impediments to building self-capacity, accessing opportunity, and effectively dealing with challenges. The research demonstrates that community development programs must extend beyond helping people obtain mortgages and forming tenant councils. Community development must also address human development needs so that the target populations in the target communities can be fully engaged to identify and attain opportunity. Most neighborhood revitalization efforts focus on affordable housing, job creation, small business development, and occasional investment in community facilities to address unmet needs. This research examined if and how community development



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organizations identify and meet mental health needs associated with environmental stressors (e.g., crime, pollution, vacant buildings), home-based stressors (e.g., job loss, domestic abuse, adolescent risk behaviors), or event-based trauma. This paper presentation will help create a dialogue about what research and advocacy efforts are necessary to close the gap between community development and health disparities work. More funders (such as the Community Development Financing Institutions Fund) are demanding community impact measures beyond investment amount and housing units produced. This research helps bridge the gap between human services and community development and presents recommendations for future urban research as well as for community practitioners for improving how we approach and measure social impact.

### ***Cycles of the City: Urban Development and Lefebvre's Rhythmanalysis***

Julia Nevarez (Kean University)

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The layered rhythms in the city that composed the everyday are often superimposed. By looking at different scales, that of the individual and of globalization, the proposed presentation seeks to unpack the superimposed rhythms of public space and of urban development to account for the ways in which those spaces are produced in New York City. The first section of this presentation will discuss rhythmanalysis. Rhythmanalysis offers analytical advantages and challenges in at least two fronts: 1) it develops from a notion of space that is relational and therefore significant in social value, and 2) it also offers the opportunity to understand space as produced and not as an empty vase or container, abstracted from any kind of social, political and economic meaning. Rhythms represent our appropriation and use of space through our bodies and their extensions into space, through networks and paths. These mediations, indirect effects and/or manifestations are reproduced in repetitive practices that also involve difference. In the sequential relationships rhythms describe, Lefebvre argues, there is a practico-social dominance of the linear over the cyclical repetition. This could be inferred to represent the dominant logic of the way most if not all cities are planned. The second section of this presentation will provide information regarding recent urban development initiatives in New York City that cater to the global professional class and makes the city a space where people, ideas and products flow.

The third part of the presentation will offer analytical suggestions for the way in which the level of individuals and its rhythms through space and time gives significance to public space in the global city. The ulterior purpose of this presentation is to examine ways in which to apply the methodology of rhythmanalysis to the study of a specific setting or place.

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### ***Coming off the Juice: Prospects for Service Delivery in Tough Economic Times***

Brent Never (University of Illinois at Springfield)

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Belfast, Northern Ireland, is of great interest to scholars of the voluntary sector for its robust and active third sector. Given the antipathy of the Catholic/Nationalist working class population towards the state, great effort has gone into providing necessary social services through local community organizations. In particular, the European Union has invested €2 Billion over the course of the past fifteen years in order to support the voluntary sector. But as interest in the Northern Irish peace settlement wanes, ten years following the Good Friday Accords, the sector faces the prospects of having to find new financial resources in order to continue being a viable mechanism for social service delivery.

This paper, through the lens of population ecology, projects the shape of an urban voluntary sector after a tremendous amount of financial resources have been withdrawn. What does fifteen years of subsidies mean for the ability of voluntary organizations to adapt to new circumstances? Will organizations be able to develop new funding models that rely on fees for services? What is the prospect for continued independent action vis-à-vis the state?

The paper will address each of these fundamental problems by examining the calcification of organizational structures over the course of fifteen years. The conclusion of the paper, that urban neighborhoods with the greatest levels of deprivation and lowest levels of social capital will face chronic under-provision of social services, speaks directly to questions of whether other voluntary sectors in the United States and the United Kingdom can weather difficult economic times. This analysis is based on fieldwork carried out as a Fulbright Scholar with the Centre for Voluntary Action Studies, University of Ulster.

### ***Contested Space: Downtown for the Tourists or the Locals***

Harvey K. Newman (Georgia State University), Bruce Seaman (Georgia State University)

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In cities that cater to visitors it is not unusual to see the bumper sticker that asks the question, "If it's tourist season, why can't we shoot them?" This is an extreme expression of the issue of the conflict between visitors and local residents that reflects the contested space in the downtown area of many cities. As long ago as 1973, George Young asked the question in slightly more moderate language, is tourism a blessing or curse? He argued that in cities such as London there is a saturation level for tourism which, if exceeded, begins to push the costs of tourism higher than the benefits (Young 1973). This proposed paper will focus on the issue of agglomeration effects in relation to tourism in a downtown area. The paper is a case study of downtown Atlanta, an area long-identified as a "tourist bubble." This term coined by Judd (1999) is used to describe a restricted space in which most convention visitors to the city are confined away from the day-to-day concerns of life for many of Atlanta's lower-income, African-



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American residents who live near downtown (Newman 2002). The years since the 1996 summer Olympics have seen changes in the central city with public housing projects converted to mixed-income communities, the construction of condominiums and apartments, and widespread gentrification. The gathering space built for the games known as Centennial Olympic Park has also encouraged the development of a concentration of tourism infrastructure that now includes the Georgia Aquarium, the World of Coke, and the Children's Museum. These attractions are built around the park near the existing CNN Center, Georgia dome (football stadium), Phillips Arena, and the city's convention facility known as the Georgia World Congress Center. Other attractions such as the proposed civil rights museum and a national health museum are also planned for the area, creating what excited tourism officials in the city describe as a "critical mass" of tourism facilities in downtown. The purpose of the proposed paper is to examine the literature on agglomeration economies to see how the proposed tourism sites will contribute to a combined experience for visitors without crowding out the daily lives of new residents in the area and students in the downtown campus of Georgia State University. The question that the research will seek to address has significant policy implications, not only for Atlanta, but also for other cities seeking to convert their central areas into space for tourism. At what point does a downtown area have enough amenities for tourists to say that a "critical mass" has been reached, and is tourism a blessing or a curse? References Judd, D. R. 1999. Constructing the tourist bubble. In *The Tourist City*, edited by D. R. Judd and S. S. Fainstein, 35-53. New Haven, CT: Yale University Press. Newman, H. K. 2002. Race and the tourist bubble in downtown Atlanta. *Urban Affairs Review* 37(3): 301-321. Young, G. 1973. *Tourism: Blessing or blight*. Harmondsworth: Penguin.

### ***The Block***

Kathe Newman (Rutgers University)

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After decades of disinvestment, community advocates across the U.S. aggressively had pursued access to capital and they won changes that produced reinvestment in their communities. At the same time, the structure of mortgage markets was changing and the subprime market expanded dramatically bringing capital back to formerly disinvested communities. For many this meant an opportunity to buy, build wealth, improve their homes, and borrow against their homes. For others it meant the flash of an opportunity that quickly turned into crisis as they found themselves unable to meet mortgage payments or pay the other costs associated with homeownership including taxes and utilities.

In this paper I explore foreclosure from the perspective of the block. After creating a master dataset of foreclosure filings for Essex County, New Jersey from 2005 through 2008, I selected approximately 30 blocks in the city of Newark that have high concentrations of pre-foreclosure filings. I trace the histories of these properties and gather data about the number of prior sales, ownership, construction date and sales prices. In the second part of the study, I trace what



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happened to the loans after origination. The pre-foreclosure filings, in many cases, include the name of the mortgage-backed security for loans that were securitized. Using SEC documents and reports from rating agencies like Fitch, I explore the composition of the securitized pools, the risk layering used to make them appealing to investors, and foreclosure rates. Finally, I explore what has happened to the properties themselves through visual inspection.

### ***The Biggest Game in Town: The Role of Fortune 500 Company Headquarters on the Economic Climates of Smaller Cities***

Jon R. Norman (Loyola University Chicago)

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Smaller cities in the United States are understudied. Little is known about how smaller places have fared over the last several decades, particularly given the emphasis on large cities in urban studies today. While some scholars argue that smaller cities have no place in the global economy, and others that smaller cities lack the amenities to compete in the new economy, this analysis shows a more diverse pattern of success and failure for the 80 smaller metro areas studied. Using Census, County Business Patterns, Bureau of Labor Statistics, and independently collected data, this paper analyzes how the economic fortunes of smaller places changed between 1970 and 2000 in response to demographic changes and the shift to a post-industrial economy by focusing on the role of Fortune 500 company headquarters in smaller cities. This paper examines three key questions. First, what factors are associated with a small city keeping (or gaining) a Fortune 500 headquarters over the time period 1970 to 2000 versus losing one? Second, how does the presence (or absence) of a Fortune 500 headquarters influence the economic climate of smaller cities? For this question, the analysis examines changes in household income, employment levels overall and in specific economic sectors, and number of firms overall and by economic sector. Third, what factors contribute to a smaller metro area housing multiple Fortune 500 company headquarters? The results show that, contrary to some previous research, small cities that acted like big cities were better at keeping or gaining Fortune 500 company headquarters, maintaining a positive economic atmosphere, and hosting multiple Fortune 500 company headquarters. Successful cities were demographically diverse, were welcoming towards immigrants, had diversified economies and higher levels of education, all characteristics lauded as key for success among large cities (and thought to be lacking in smaller cities).

### ***Bambi in Your Back Yard: Managing White Tail Deer in Suburbia***

Donald F. Norris (University of Maryland, Baltimore County)

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**Bambi in Your Back Yard: Managing White Tail Deer in the Suburbs** It is estimated that the size of the white tail deer herd in the east coast of the United States in the early 21st century is



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substantially greater than it was at the time Columbus discovered the New World. Deer have adapted to metropolitan America quite nicely and can now be seen in many parts of the urban and suburban landscape in the Eastern U. S. An excessive deer population results in several problems for local residents and governments because, among other things, too many deer: result in high numbers of deer-automobile accidents; introduce and spread the black legged tick that transmits Lyme disease; damage shrubs, flowers, trees and gardens; and damage forests, reducing habitat for other species and adversely affecting the forest's ability to regenerate. In this paper, I report the results of a survey that I conducted in the Spring of 2008 among residents of an affluent suburban county in Maryland to ascertain their views about deer and about various methods of deer management. (This was a random sample of 800 residents, which produced a margin of error of 3.5 percent.) Herewith is a summary of major findings from the survey. In the full paper, I will provide a much more detailed and in-depth analysis of the survey data. Most residents reported seeing live deer in the county and also deer carcasses along the county's roadways. For the most part, residents enjoyed seeing live deer, but overall they felt that deer were nuisances. About two-thirds of residents had either contracted Lyme disease or knew someone who had; half had had auto accidents with deer or knew someone who had; six in ten said that deer had damaged their gardens, flowers, shrubs, etc. Seven in 10 residents supported the use of non-lethal means to reduce the deer herd, but 80 percent supported hunting if non-lethal means were ineffective. I conducted simple correlation analysis and found that there were some statistically significant associations between responses to the survey and various demographic variables. (Where I found such associations, I will report them in the final paper.) However, most of these associations were not substantively meaningful. In the concluding section of the paper, I discuss why local governments may wish to use survey research to inform their policies choices and management actions, the policy relevance of this particular survey, and how this survey aided the management decision-making of one suburban county government.

### ***Geographic Trends and Neighborhood Context of Public Housing Relocation in Atlanta: Consequences for the Overall Health of Relocated Residents***

Deirdre A. Oakley (Georgia State University), Erin Ruel (Georgia State University)

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Using Geographic Information Systems (GIS) and Exploratory Spatial Data Analysis (ESDA) this paper examines the effect of public housing transformation policy on the overall well-being of relocated public housing families in Atlanta. Specifically we address the question as to whether or not this policy, which has the primary purpose of deconcentrating poverty, actually does so and thus leads to an improved residential context for the relocated residents. This research is particularly relevant to policy implications on the national level because Atlanta is poised to become the first city in the nation to demolish all of its project-based public housing for families. If this policy is deemed successful in this city, it is likely to be replicated elsewhere. To accomplish this analysis we use multiple data sources including (1) U.S. Department of Housing



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and Urban Development (HUD) voucher housing location by census tract; (2) crime incident data from the Atlanta Police Department; (3) present location of needed services and amenities; (4) public transportation; and (5) neighborhood characteristics from the U.S. Census Bureau. Our findings indicate that voucher housing tends to be located in neighborhoods that are majority African American with poverty rates exceeding 35 percent. These neighborhoods are also farther away from needed services and public transportation than public housing. However, contrary to recent media accounts, there is no indication that neighborhoods with large concentrations of voucher housing have higher crime rates than those neighborhoods with lower concentrations.

### ***(An)Other Ethnic Tour: Feminist(a) Contestations in Mexican Chicago***

Carmen Ocon (University of Illinois at Urbana-Champaign)

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As the Latina(o) body continues to transcend contested social and cultural spaces in the United States, the places where Mexican(American) communities flourish simultaneously feed the fearful (re)presentation of (hyper)hysteria surrounding their presence while economically benefiting cultural projects based on their ethnic otherness. As an example of this incongruity, the city of Chicago's official website invites and competes for tourists' ethnic curiosity as well as their financial contributions to the city's much needed revenues: "Discover the world in our backyard," claims the website, offering "ethnic neighborhood tours" that (re)signify and (re)define how ethnicity and otherness is to be perceived, prescribed and controlled. The segregated neighborhoods in Chicago sheltering transnational unions between Mexico and the United States, have birthed communities such as "Mexican Chicago," a space that has been marketed for its cultural otherness while it seeks to sustain itself cultural, social, and economically in the midst of aggressive gentrification, transformative development, racialized surveillance technologies, and mainstream criminal discourse targeting Latina(o) populations. Through a feminist(a) postcritical lens, I (pro)create a visual (auto)spatial ethnography situated in a segregated Mexican neighborhood of Chicago. Through this "Other Tour" (versus the Tour of the Other), this study challenges racialized mainstream discourse of urban renewal, expose sociocultural practices promoting simultaneously oppressive exhibition and invisibility of transnational Mexicana(o) bodies, and reclaim transnational collaborations, cooperative projects for social justice, and community performances of hope in Mexican Chicago.

### ***Ethnic Enclave Patterns: Suburban Koreans in Los Angeles***

Sookhee Oh (University of Missouri-Kansas City)

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A growing presence of suburban ethnic concentrations addresses the existence of variations in the characteristics of suburban ethnic enclaves. How do suburban ethnic enclaves differ from



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each other as the increasing suburban ethnic populations render a greater heterogeneity? In what kind of host communities are immigrants more likely to establish their enclaves? One important way of conceptualizing these variations is to investigate the local contexts that may offer the different opportunity structures involved for immigrant residential choice. I expect that the changing demographic and ethnic composition, the types of available housing stock, ethnic infrastructure, and educational opportunities for children, play significant roles in producing the distinctive characteristics of suburban ethnic enclaves. The immigrant enclave, as conceived here, can be treated as the shared geographical locale of a residential clustering that reflects structural factors, rather than as a well-articulated social organization. The initial task of this investigation is to identify significant suburban ethnic enclaves with a measure of spatial autocorrelation (i.e., Local Indicators of Spatial Association). Based on this identification of ethnic enclaves, this paper further examines factors that determine varying enclave patterns, using a multivariate statistical model that takes contextual factors such as school and housing characteristics, ethnic institutions, exposure to coethnic residents into account. The effects of these aggregated contextual factors are evaluated, controlling for individual immigrant characteristics such as age, education, income, English proficiency, homeownership, and years in U.S. This multivariate analysis relies on Public Use Micro Samples of U.S. Census of Population and Housing (2000), school data, ethnic business information, and supplementary interview data collected in 2008. For this analysis, the paper focuses on the Korean population in Los Angeles, known as a highly suburbanized and enclave-forming immigrant group. This within-group comparative study provides a better understanding of diverging suburban ethnic enclave patterns.

### ***Impact of Contesting and Sustaining the City on The Rising Trend of Resegregation of U.S. K-12 Public Schools: Implications for Closing the Achievement Gap***

Ogo Okoye-Johnson (California State University, Northridge)

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The search for competitive advantage between neighborhoods, cities and regions leads policy makers to focus more and more of their attentions on projects geared to enhance quality of life." However, as the gaps between rich and poor continue to grow, the question that is left is, "For whom do we craft our urban world?" As policy makers seek to enhance their economic position locally, nationally and internationally, they are faced with a variety of tradeoffs-leaving winners and losers. Contesting and sustaining the city is the theme for the 39th Annual Meeting of the UAA in Chicago, a perfect location for us to consider whether cities should be tamed, sustained or nurtured. And if so, by and for whom?" These questions will be examined through a discussion of the rising trend of resegregation of U.S. K-12 Public Schools. The historical background, policies, regulations, practices and challenges of the rising trend of resegregation in the United States K-12 public schools and the implications for closing the achievement gap will be analyzed in this presentation. The effects of resegregation on student achievement, with emphasis on under achieving inner-city public schools, will be the focus of the discussion. The



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impact of the Supreme Court's ruling on June 28, 2007 eradicating the integration of schools based on students' race on the resegregation of schools and the divergent views of proponents and opponents of resegregation will be highlighted. The possible implications of resegregation of schools on meeting the requirements for the No Child Left Behind Act of 2001 will be discussed. The impact of resegregation of schools on the "Black Educational Civil Rights Agenda" will be examined. Participants will engage in a critical discussion of the ideas presented as it relates to their specific circumstances and organizations.

### ***Economic Reform Measures and their Impact on the Urban Built Environment: The Conversion of Residential Property into Commercial Units in Accra, Ghana.***

Catherine Oosterbaan (University of Western Ontario), Godwin Arku (University of Western Ontario), Alex Asiedu (University of Ghana, Legon)

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In the last two and half decades, urban areas in developing countries have witnessed an unprecedented economic and population growth due in part to the implementation of internationally enforced macroeconomic reform measures. Administrative and political capitals in particular have seen the most growth. Like others, Ghana's administrative and political capital, Accra has experienced large amounts of population, commercial, and urban peripheral growth since the start of the country's economic reform measures in the early 1980s. The physical form of the city, including the nature of land uses has witnessed dramatic changes within this period. One major component of the urban landscape changes has been the sprawling land-use conversion, mostly from residential uses to commercial units, especially along major Central Business Districts (CBD). This study examines the background and the processes of this conversion to uncover the major causal factors. The study also looks at their impacts on the urban built environment as well as on the livelihood of the people involved. The study is based on 39 in-depth interviews conducted with key informants, such as landlords and shop owners, as well as policymakers. Additionally, statistical data, budget statements, annual reports, and strategic urban and economic growth documents were used to contextualize interview results. The findings indicate that residential space is being converted into retail and office space as a result of a lack of affordable formal office space and the desire to own small scale enterprise to assist with day to day subsistence. However, because much of these businesses are small scale, this conversion is occurring with a high degree of informality, meaning that changes are not being registered with the planning department. The implications of these conversions in terms of economic reforms, planning and long-term sustainability of the city are discussed in detail.

### ***The Influence of Land-Use Mix on Social Capital in the Community Areas of Chicago***

Catalina Ortiz (University of Illinois at Chicago), Yingling Fan (University of Minnesota)

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Emergent trends in neighborhood physical planning consider land use mix as a desirable strategy to achieve more sustainable and livable cities. There have been various speculations about possible associations between built environment and social capital; however, the empirical evidence is still lacking. This paper presents an effort of empirically investigate the influence of land use mix on social capital in Chicago community areas. The key hypothesis tested in this research is the positive relationship exists between social capital and land use mix at the community area level (the more diverse land development patterns, the greater the social capital level). Two sets of social capital indicators are selected, including an existing social capital index score calculated by the Metro Chicago Information Center (2000) and an innovative proxy measure, that is time allocation to activities within the home neighborhood. The new time-based measure of social capital is developed based upon individual-level activity and travel data from the Chicago Metropolitan Agency for Planning travel tracker survey (2008). Multiple regression models are employed to examine the impact of land use mix on neighborhood social capital. The measure of land use mix in this research includes the land use diversity index calculated based on the Northeastern Illinois Planning Commission's Land Use Inventory (2001). The results of the study suggest that higher levels of land use mix are associated with more time spent in the home neighborhood. The results also indicate that the evenness of various land uses may not be as important as the presence of specific uses such as community facilities. The implications of the results are discussed.

### ***Methods and Data Requirements to Improve Public Investment in Integrated Transportation Infrastructures***

David Ortiz (RAND Corporation), Martin Wachs (RAND Corporation)

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This paper reviews recent RAND results regarding transportation systems performance and risk management and presents some open policy-focused research questions. RAND research on security and risk management characterized the containerized freight transportation system as one comprised of interacting logistics, business, and policy networks. This framework was used to recommend a structured approach to risk management. Network effects factor strongly in ongoing research on the resilience of freight transportation systems. A performance assessment of U.S. freight rail identified some troubling trends regarding possible capacity constraints but publicly available data were insufficient to validate this observation. A recently published study of traffic congestion in Los Angeles proposed a number of policies to encourage better dynamic utilization the existing transportation system after noting limits on system capacity. In general, there is a viable public role in ensuring that U.S. transportation infrastructures, both public and private, operate efficiently. Additional tools and data are required to better understand the public and private trade-offs and to better target public investments.



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### ***The Role of Art and Performance in Urban Public Space: A Comparison of Shanghai and Chicago***

Anthony Orum (University of Illinois at Chicago)

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The use of public spaces in urban centers has become a topic of growing interest to scholars and public officials alike. This paper extends a theoretical perspective on the uses of public space, and employs it to compare how people use public spaces in Shanghai and Chicago to express their collective identities and, at the same time, to make those spaces part and parcel of their own communities. Such efforts represent a mix both of cultural expression and of political affirmation. The paper concludes with a discussion of how art and performance activities by citizens help to make urban life more vibrant and to give local residents a stronger voice in the lives of their cities. Differences between the two national/urban settings are also used to illustrate how the concentration and deployment of power at the institutional level shapes art and performance at the street-level.

### ***Civic Engagement by Local Community Nonprofits: Bringing New Voices into Urban Governance?***

Susan Ostrander (Tufts University)

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An ethnographic urban study of Somerville, Massachusetts shows that when neither city hall nor the commercial business sector is well-resourced or well-developed, this context offers both constraints and opportunities for changing leadership and civic engagement in relation to the activities of local nonprofits. Research methods consist of qualitative in-depth interviews of Somerville residents who are in some way involved in local affairs (most of whom are genuine community leaders), attendance and note-taking at community meetings, and review of local newspapers, city planning documents and other written materials. The paper argues that a particular configuration of Somerville's city government sector and city business sector contributes to creating an open public space for civic and political involvement of community nonprofits. The combination of a long absent politically active strong business class elite plus a relatively parochial ethnic and class based city government defined until very recently by a system of private patronage appears to facilitate this public space. Newer immigrant groups from Central America, Haiti, and Asia have had a more difficult time in entering this space compared to the "old guard" of formerly-working class Irish and Italian 2nd, 3rd and 4th generation immigrants who run the city, and compared to young (and not so young) middle and upper middle class urban professionals who are making inroads into city governance. However, even new immigrant groups who face of significant obstacles do engage to some extent though sometimes indirectly.



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### ***Metropolitan Area Predictors of Neighborhood White Flight: A Multilevel Analysis***

Seth Ovadia (Bowdoin College), Rachael A. Woldoff (West Virginia University)

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The story of racial change in American cities throughout the twentieth century was predominantly that of “white flight,” the out-migration of white residents from central city neighborhoods and their replacement by non-white residents. While white flight is often associated with the era of mass suburbanization between the end of World War II and the 1970s, American cities continue to lose white residents and white flight continues at the neighborhood level. In this paper, we examine the predictors of neighborhood white flight during the 1990s in a multilevel model. Using a data set that includes all of the central city census tracts in the fifty largest cities in the United States, we examine the effects of metropolitan area characteristics on the likelihood of a census tract experiencing white flight (after controlling for tract level effects). For example, are neighborhoods in cities with a greater percentage of black residents more likely to experience white flight than neighborhoods in cities with a lower percentage of black residents? Are census tracts in cities with lower unemployment rates less likely to experience white flight than tracts in cities with higher levels of unemployment? There is no standard empirical definition of white flight, so we will also examine a series of alternative specifications to test the robustness of our model.

### ***Convicts, Communities, and Cities: The Urban Challenges of Mass Decarceration***

Michael L. Owens (Emory University)

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Generally, most released prisoners take up residence in metropolitan areas, particularly cities. The released tend to be males and racial and language minorities with low human capital, high incidences of substance abuse and addiction, limited formal employment histories, and multiple and relatively long stints in prison for nonviolent offenses. They tend to be on parole or probation but greater numbers of them are “maxing-out” (i.e., released without further supervision after serving their sentences). Policymakers recognize that the release of ex-prisoners is among the most important domestic, especially urban, public policy challenges in the United States. My paper will identify the challenges of ex-prisoner reentry for communities and cities. It will rely on quantitative and qualitative data on ex-prisoner reentry in metropolitan Atlanta. The paper/presentation will begin a conversation among urbanists about why and how to attend to ex-prisoner reentry in cities. My hope is to identify how the study of mass decarceration may inform theoretical, empirical, and practical approaches to obtaining and sustaining the “good life” in cities and metropolitan areas.

### ***Is a home in the suburbs a stepping stone for black households?***

J. Walter Paquin (Southeast Missouri State University)



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The examination of home owning patterns in the United States is important. Common wisdom says the best neighborhoods are found in the suburbs, not central cities. The application of this assumption is evident in the massive out-migration from American central cities over the past 50 years. The migration started with white household but black households quickly followed. The suburbs have for decades been a haven for white middle class households. In 2000, for the first time in St. Louis history, more black households lived outside of the central city than in it. Are middle class black households discovering a haven for themselves away from central cities? This paper examines the home purchases of over 500 first-time low-income and minority homebuyers in St. Louis. The purchase patterns for these first-time home buyers indicate the desire of black households to buy outside the central city. Of the black households, 35% of them bought in the county compared to only 13% of white households. Black households in the county bought in the most segregated neighborhoods; however, they experienced much better neighborhood quality on many factors including lower high school dropout rates, poverty rates and higher median income than whites that remained in the city. This indicates that middle class black households find a place outside of the central city where they experience high quality neighborhoods. The concern for further research is whether these neighborhoods will decline as segregation increases, as previously occurred in inner city neighborhoods.

### ***Business Environment and Female Immigrant Entrepreneurs in Montreal: a Continuing Story***

Sylvie Paré (Université du Québec à Montréal)

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This research focuses on female immigrant entrepreneurs in the global economy, using the Montreal Metropolitan Area, as a case study. In the continuum of the data analysis derived from Scott's 2007 Industrial and Business Data Base (Quebec) and showed at the UAA Seattle Conference in 2007, we present an analysis of in-depth interviews with fifteen female entrepreneurs from a variety of ethnic groups, focusing on what makes them successful or just survive in their business, embedded in the Montreal environment. The data show that female entrepreneurs even though they are not represented substantially in the new economy make some progress. We present the utility of the concept of mixed embeddedness as a mean to explain this phenomenon. Then, we present the framework which will be used for the interviews with the actors of the business environment (institutions, neighbourhood, local economy, social environment, etc).

### ***Externalizing the Emotion: Graffiti Responses to Hurricane Katrina***

Jason Patch (Roger Williams University)

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This paper exams over 500 pieces of graffiti created in the greater New Orleans region in response to Hurricane Katrina. Disasters are defined by trauma. The survivors of a disaster need a means to convey their emotions, respond to political decisions, and clarify their status as survivors. In the wake of Hurricane Katrina and the political and infrastructural failures which preceded and followed it, residents of the Gulf Coast were limited in their ability to broadly and unilaterally express themselves free of news media or governmental filters. Graffiti offered one starkly visible technique to externalize the emotions and political responses felt by the survivors of Hurricane Katrina. The content of this graffiti reflects local humor, castigates political and civic leaders, and memorializes victims in language and symbols distinct to the inhabitants and their locale.

***Increasing the ranks of excellent teachers? The role of state-level policies and regulations on rates of National Board Certification among teachers***

Richard J. Payton (University of Illinois at Chicago), Mary K. Feeney (University of Illinois at Chicago)

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Elementary and secondary students in America are increasingly outperformed by their international peers, as evidenced by abysmal graduation rates in some of the nation's largest school districts. Research demonstrates that teacher quality is a significant predictor of student achievement and that students of National Board Certified Teachers (NBCTs) perform better on standardized tests than students of non-NBCTs. Understanding National Board Certification (NBC) is becoming ever more important as school reforms target teacher quality as a means to improving student performance.

Using data from the National Center for Education Statistics (NCES), Education Week, the National Board for Professional Teaching Standards (NBPTS) and from the National Council on Teacher Quality (NCTQ) this research focuses on two research questions: Do NBC rates vary by state? And, if so, what are the determinants of NBC rates? Specifically, the paper investigates the impact of financial and non-financial supports and incentives outlined in education department regulations and state laws, which influence the rate of NBCTs in states throughout the U.S. In addition to connecting and expanding upon existing research, the results contribute to the ongoing debate about the role of National Board Certification in school reform and our understanding of policy decision-making processes. We conclude with a discussion of the findings and their relevance for education policy.

***"Informal City": The Contested Conditions of Everyday Life in Belfast, Chicago, and Kolkata***

David Perry (University of Illinois at Chicago), Frank Gaffikin (University of Ulster), Ratoola Kundu (University of Illinois at Chicago)

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Rather than suggest that cities such as Chicago, L.A. or New York provide the research arenas or "schools" within which to illustrate generalized propositions about the formation of cities, we suggest comparative methodology and an international focus that does not depend upon the structural and relational features of any one city. Our study of Belfast, Chicago, and Kolkata demonstrates that the politics of urban space is contested through the interaction between formal structures of the city and informal processes involving identity, resistance, and demands for the "right to the city."

### ***The Shipping News: Investments in Freight Transportation at the Local and National Levels***

Eric Petersen (Cambridge Systematics), Stephen Appold (UNC Kenan-Flagler Business School)  
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Business leaders and politicians in the United States have long considered transportation as a key component in the competition for urban primacy. The focus of the paper will be on how regional and national decision makers are attempting to lower transportation costs to maintain regional and national attractiveness for future investments. The paper will examine contemporary efforts to improve freight transportation facilities, with attention paid both to economic benefits as well as social costs of these plans. One important consideration will be discussed, namely that the mix of (and potential conflict between) private and public interests may itself impede investment in freight infrastructure.

The first section of the paper will examine projects of national scope, primarily highway systems that are either being newly constructed or upgraded in an attempt to create so-called NAFTA super highways. Currently, Texas is making the most concerted effort to complete these corridors, in an attempt to capture the majority of these flows. We will also look at efforts by the class 1 railroads to merge and rationalize their systems in order. Three major mergers have been contemplated since 1995. The resulting systems have a truly international scope. Interestingly, recent efforts by the Canadian National (CN) railroad to streamline its operations in the Chicago region have increased the visibility of freight as a transportation issue, as well as increased local opposition to CN's plans. This may negatively impact a regional plan to improve freight handling in metropolitan Chicago.

The second section of the paper will take a closer look at freight improvement projects of regional significance beginning with the CREATE program in metropolitan Chicago. Comparisons will be drawn to the freight planning efforts in Los Angeles (the Alameda Corridor improvements) as well as in metropolitan New York (Cross Harbor Freight Tunnel).

### ***Measuring the Substitution Effects of Non-Motorized Travel for Urban and Environmental Policy***



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Daniel Piatkowski (University of Colorado at Denver), Kevin J. Krizek (University of Colorado at Denver), Susan L. Handy (University of California, Davis)

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Commonly cited justifications for bicycling and walking initiatives in communities worldwide stem from the environmental and congestion-savings advantages of these modes. For example, city-wide campaigns argue that increased bicycling and walking decrease parking and traffic congestion; Internet mapping applications calculate emissions savings from walking or cycling trips. Such assertions and calculations, however, assume that non-motorized trips replace—or substitute for—automobile trips. In many cases this is true; however, this is far from all cases.

To date, environmental and transportation researches have little to no basis to determine which non-motorized trips substitute for automobiles trips. Some environmental advocates claim that all non-motorized trips are substituting for a transit or automobile trip; how else, they argue, would travelers reasonably be expected to get from origins to destinations? The other end of the spectrum includes non-motorized trips for recreation which most analysts agree do not substitute for auto trips; they are sojourns made for their own right. And then, there are non-motorized trips with a destination in mind, but may not be made by an auto and are present a good excuse for a non-motorized sojourn. Any reliable measure of such behavior is inevitably influenced by a variety of factors including trip distance, purpose, time of day, and other aspects such as the need to carry goods.

This paper has three purposes. We first uncover a typology of different types of travel behaviors that are important to account for in any analysis of substitution affects. We comment on the presumed frequency of the behavior, its importance, and the ability of survey research to capture such. Second, we review the different approaches that have been used in analysis to account for or measure the substitution effect. This work generally falls into two camps—assumptions and survey questions—and some of it comes from the closely aligned topic in travel behavior research, the substitution of trips via Internet use. The third section reports the results of a pilot study to illustrate the differences in various approaches and their reliability. We conclude by prescribing research-informed guidelines when analyzing the substitution effects of non-motorized trips and the relationship of these guidelines to inform urban and environmental policy.

### ***How is Neighbourhood-Based Governance Being Used, by Whom and Why? An Investigation in Baltimore and Bristol***

Madeleine Pill (Cardiff University)

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Neighbourhood-based initiative governance has been used widely in deprived urban areas in the US and UK. Such structures are embedded in a broader governance context that comprises a mix of public, private and non-profit institutions operating at multi-neighbourhood, city-wide



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and higher levels. This paper draws on empirical research conducted in Baltimore, Maryland and Bristol, England to consider how neighbourhood-based governance is being used, by whom, and why. The research entailed an assessment of the networks and context within which neighbourhood-based governance is established and operates in the two cities, informed by elite interviews with “sponsors”, and detailed investigations of the structures and practices of four neighbourhood-based governance structures. The empirical work enables consideration of the extent to which such governance forms reflect strategies of devolution, empowerment, control or containment, where deprived communities are treated separately from the mainstream. What are the factors that sponsors seek in neighbourhood-based governance entities? Who are the winners and losers in such systems? Preliminary findings indicate that the vertical relationships of neighbourhood-based governance structures up to higher levels of government and governance are at least as important to their functioning as their relationships back to citizens. The relative strength of structures is largely a function of the position their sponsors hold in this broader network, which can be said to govern the governance of deprived areas.

### ***Loft Redevelopment, Neighborhood Polarization, and ... Social Inclusivity? Stories from L.A.'s Skid Row and What They Tell Us About the Future of Cities***

Mike Powe (University of California, Irvine)

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Day after day and night after night, the destitute and affluent of Los Angeles cross paths in their everyday lives. New downtowners walk pampered dogs past impoverished men and women sleeping slumped against walls. Private security workers serve a janitorial function and push trash carts down the sidewalks, armed with pepper spray and two-way radios, working to keep the streets and sidewalks “clean and safe.” Long-tenured lunch spots and drinking holes close their doors to be reopened as upscale clothing boutiques and sushi restaurants. Scenes such as these are oft replayed in cities across North America and are likely familiar to urbanist scholars. While at first glance the case of Los Angeles may seem to be another simple case of gentrification, this story is complicated by intersections of historical traditions of loft living and the persistence of L.A.'s Skid Row. Lofts, originally the preferred residence and workspace for poor artists in the SoHo neighborhood of Manhattan, are now a hot-selling real estate product for white-collar young professionals interested in the “gritty ... adventure of real city living” (Little Tokyo Lofts, n.d.; Zukin, 1989). For city planners, lofts represent a gamble; L.A. planners worry that loft conversions are pushing out industrial uses and endangering the city's long-time financial viability by removing jobs for the working class (DiMassa, 2007). Some residents of single room occupancy hotels and lofts, meanwhile, say that the addition of lofts to Skid Row has brought greater stability and political attention to the neighborhood. Building on interviews, archival research, and field observations, this paper reports on the sometimes-counterintuitive lessons taught by the case of L.A.'s Skid Row. Though the long-term viability of Skid Row as a



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mixed-income, socially inclusive neighborhood remains an open question, early signs are unexpectedly positive.

### ***The Circle of Dispossession: Evicting Tenants in Baltimore***

Gretchen Purser (University of California, Berkeley)

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Although tenant evictions for nonpayment of rent are routine in impoverished urban communities throughout the country, scholars of housing and urban poverty have consistently overlooked the phenomenon. Drawing upon participant observation as a laborer on eviction crews and interviews with property owners and managers in the city of Baltimore, this study focuses on the orchestration and execution of the court-ordered physical removal of tenants and their property. I find that: (1) property owners and managers delegate the “dirty work” of dispossession to a dispossessed population – predominantly homeless day laborers, many of whom have been the target of evictions in the past; and (2) laborers on eviction crews tend to differentiate and distance themselves from the people they are evicting, therein reproducing the perspective of the landlord, that eviction is rooted in the individual, moral deficiencies of the tenant. These findings reveal that those who are excluded from what Ananya Roy calls the prevailing American “paradigm of propertied citizenship” – the homeless – are used to enforce, and serve to legitimate, that very paradigm. I argue that evictions thus entail a circle of dispossession, reproduced both materially and ideologically. The Baltimore case shows how eviction is rendered invisible as a social problem both from the top-down and from the bottom-up, with significant implications for the study of urban marginality.

### ***Distinguishing Inclusion and Participation: Creating Inclusive Communities of Participation***

Kathryn S. Quick (University of California, Irvine), Martha S. Feldman (University of California, Irvine)

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Community members, public managers, and politicians often argue about the purpose, usefulness, and legitimacy of public participation. In this paper, we articulate a distinction between participation and inclusion, based upon ethnographic research concerning different modes of public engagement to address a variety of public problems over a ten-year period in Grand Rapids, Michigan. We find that public engagement may involve either, both, or neither participation and inclusion; that much conflict over public engagement processes arises from the conflation of the two approaches; and furthermore that inclusion may be more satisfying, although participation is more frequently called for. Through a comparison of four civic engagement efforts in Grand Rapids, we clarify these two intersecting sets of practices, participation and inclusion, and analyze the kinds of communities that they constitute. We find



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that managers of inclusive processes value a diversity of views brought into deliberative conversation over the representativeness of participation. Inclusive practices involve participants in defining the problem and deciding the process for moving forward, bringing boundaries across the “inside” and “outside” of government, issues, and mediums for engagement into play. Finally, inclusion is an expansive and ongoing framework for action, less oriented towards taking action on a single item in the public domain than towards the intentional creation of a community engaged in an ongoing stream of issues. We draw upon the literature on boundaries and communities of practice to illuminate how learning, the recognition and maintenance of community, and ways of addressing public problems transpire in inclusion.

### ***Changes in State and Local Government Debt: 1960-2004***

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The types of debt used by U.S. state and local governments have changed markedly over the period 1960-2004 as have the amounts of debt. The proportion of total debt held by each of these levels of government has also changed substantially during these years. Traditionally state and local governments have used general obligation (G.O.) and revenue bonds to fund infrastructure and capital facilities. During the 1970's and early 1980's, the use of revenue bonds grew substantially and the use of G.O. bonds declined proportionally. During and following the late 1980's these trends reversed; however, the reversal was more pronounced for local governments than for state governments. This paper will describe the changes in state and local government debt over this time period and investigate the factors responsible for these changes. It will also investigate the allocation of debt among functions, e.g., education, transportation, sanitation, by the various units of government-- state, county, and municipality-- and how that has changed. The impacts of the Tax Reform Act of 1986 on state and local debt levels will be examined. Debt levels of states will be compared and differences highlighted.

### ***Creating a Unified Business Elite: The Origins of the Chicago Central Area Committee***

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This study examines the origins of the Chicago Central Area Committee, one of several downtown business groups that formed in cities around the country following World War II to provide a unified voice for business elites in development policy. Many studies have focused on the activities of such groups and the influence they exercised over development policy. However, far less is known about the origins of such groups. How was a unified business elite created? Some studies have pointed to economic pressures as the key cause of business unity. That is, the formation of downtown business groups was a response to deteriorating economic conditions—particularly central business district decline, the growth of distressed areas, and



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white flight—following World War II. Yet there are problems with such accounts. For one thing, many downtown business groups did not form until the mid or late 1950s, long after cities went into decline. If economic pressures were the key motivation for the formation of such groups, why didn't they form earlier in many cases?

This paper argues that declining economic conditions in Chicago did not produce a unified business response during the early years following World War II. Instead, various groups, including business, sought to influence the agenda for urban redevelopment. Redevelopment in Chicago began as a politically fragmented process in which business elites and other actors failed to agree among themselves over key goals of urban redevelopment. The Central Area Committee was a product of these political contests, not a response by business elites to urban economic decline. Business unity was forged through political struggles over concrete policies and initiatives in which business elites came to recognize their common interests as a class.

### ***Beyond Facts: Ideology and Media Text***

Tapas Ray (University of Delaware)

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Our panel has been formed to discuss media-related factors which shape and limit the public's perception of reality. Many scholars, perhaps a very large majority, believe these shapes and limits are determined by the ideology of a complex of state and corporate

power. Framing and selective use of facts are two ways in which the media instill this ideology in society at large. But another factor – the structure of the media text – operates on a deeper level to ensure that the meaning which readers or viewers derive from the text remains confined within the latter's (therefore power's) ideological space. This structure depends on the specific nature of the medium (print, radio, television, internet, etc.), among other things. I propose to discuss this relationship between ideology and the text, with special reference to television, as it can make a useful contribution to policy practitioners' and activists' understanding of the relationship between

media and the people's perception of reality.

### ***Shadow Bureaucracies and Parallel Systems: How Foundations Circumvent Politics to Reform Urban Schools***

Sarah Reckhow (University of California, Berkeley)

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Private philanthropies are increasingly visible actors in urban education policy. Since 1990, foundation funding for K-12 education has grown considerably. In 1990, foundations awarded about \$174 million in grants for education; by 2005, over \$1 billion in grants were awarded, an increase more than four times the rate of inflation. I show how foundations empower nonprofit



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policy experts in urban education politics. Using a theory of local issue networks, I demonstrate how experts and the unelected can circumvent political deliberation involving local stakeholders. Foundations intervene in local politics by supporting issue networks which prioritize knowledge from the academic and business sectors and place little value on local knowledge. Although the involvement of experts in policy-making has received much scholarly attention at the national level, research on the role of experts in urban politics has focused mainly on Progressive Era reformers. Currently, education policy nonprofits are central players in cities such as Houston, Oakland, New York, and Boston. These organizations can draw on a growing pool of resources from philanthropies focused on education. Yet the growth in private funding highlights critical questions about democratic participation in local politics. How does national foundation involvement in urban education affect the involvement of locally based political actors? Do policy experts with strong funding ties to foundations have more influence in local education policy, to the exclusion of local education constituencies? I begin by closely tracking the flow of foundation grants. Using an original data set of more than 3,000 foundation grants, I find that the share of grants to the public sector (school districts and states) shrank from 2000 to 2005, and the share of grants to charter schools, private schools, and venture philanthropy for education nonprofit start-ups grew substantially. With case studies and social network analysis, I examine how foundations seek to exercise leverage in urban school districts and how foundation involvement impacts local stakeholders, such as community organizations, teachers? unions, and parent leaders. My cases are New York City and Los Angeles?the nation?s two largest school districts. In New York, foundations have adopted a top-down funding strategy focused on the district bureaucracy and nonprofit district partners. In Los Angeles, the funding strategy is bottom-up, with grant dollars supporting alternatives to the district such as charter school networks. I use social network analysis to present a funding network of foundations and their grantees, and I create networks of policy information exchange based on survey results. My findings in New York show that a coalition of policy experts including foundations, the school district bureaucracy, and education nonprofits is setting the agenda for education reform. Parents, community organizations, and unions are largely excluded from this coalition. The Los Angeles education community resembles a ?hollow core,? with distinct clusters of actors drawing on foundation resources to develop charter schools and local political actors pursuing other reform agendas. Local stakeholders are somewhat more included in Los Angeles education politics, but the reform agenda is less cohesive. I explore the trade-offs of these different foundation funding strategies for the foundations, school districts, and local education constituencies.

### ***Place Luck: Does Local Economic Development Policy Matter?***

Laura A. Reese (Michigan State University), Minting Ye (Michigan State University), Boaz O. Were (Michigan State University), Jessica L. Faist (Michigan State University)

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Much local economic development is policy driven by fads. Sometimes the fad is a particular type of economic development project: festival marketplaces, aquariums, enclosed downtown malls, pedestrian streets, high technology corridors, artists collaboratives, riverwalks and even casinos (both floating and stationary) represent only a partial list. Economic development may also be driven by theoretical and analytical fads. Tools and strategic visions that have proven effective in some circumstances are quickly adopted and pursued by a wide range of communities, often with little to no evaluative support: economic base theory, urban dynamics, industrial clusters, supply-side, demand-side, Type II policies, human resource strategies and, most recently, the creative class, have all purported to provide a basis for attaining the seemingly elusive and transitory goal of economic growth. Not surprisingly, none have proven to be the “silver bullet” that would solve the variety of economic development challenges communities face. The question of what actually causes cities and regions to be economically successful remains unanswered.

It may be time to consider the very real possibility that *nothing* cities do in the area of economic development policy may do much good. Indeed, what if economic growth is all about luck rather than deliberate action? A variety of factors make some cities and regions more desirable than others: good weather, proximity to natural features such as water and mountains, accessibility to other large urban centers, quality institutions of higher education, access to transportation nodes, historical patterns in the location of cultural institutions and entertainment options. Is it possible that these accidents of history and location have a far greater impact on economic health than any policies of local government? And, if this is the case, what should academics be saying to local officials about theories, strategies, and tools? Is there a more responsible contribution that could be made to local policy-making?

This paper focuses on the relative impact of place luck and economic development policy in contributing to long-term economic growth. Using a unique national data set composed of surveys of public officials, three decades of census data, and a variety of other data sources covering climate, health, amenities, and so on, the following research questions are addressed:

- Is economic prosperity over time better explained by local development policy or simple place luck?
- Which aspects of place luck appear most important to economic health?
- Are there other attributes of cities such as school quality, service quality, and safety for example that appear to enhance economic health?
- Are particular economic development policies more strongly related to prosperity than others?
- What can academics responsibly recommend to local officials to enhance and sustain economic prosperity?

***Make No Big Plans: Planners, People, and Politics in the Rebuilding of New Orleans***



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This paper analyzes the role of urban planners, architects, and other urban experts in post-Katrina New Orleans. Drawing on personal interviews with participants and observers (including public officials, business leaders, planners, community activists, and others) this study seeks to explain why the planning community failed to mobilize public support behind a coherent vision for a rebuilt city. Planning professionals are important stakeholders in the rebuilding process, and this research identifies distinct interests and goals of those in the planning community. It also documents the relationships between the planning community and other influential stakeholders, including business elites, political leaders, community activists, and residents -- especially the city's lower-income black population. The focus on planning professionals contributes to our understanding of the political forces that have shaped New Orleans' recovery from disaster and illuminates the larger structure of power that underlies persistent socioeconomic inequalities in New Orleans. Based on the New Orleans case this paper launches a broader inquiry into the different ways that planners and residents understand the city. As we approach the 50th anniversary of Jane Jacobs' *The Death and Life of Great American Cities* it is an opportune moment to begin rethinking the role of planning professionals in shaping cities. Jacobs ideas are now firmly embedded in urban planning orthodoxy; however, they also provide a template for neighborhood gentrification. Analyzing the uneasy relationship between the planning community and residents in New Orleans is a fruitful way to begin a critical reassessment of contemporary urban planning.

### ***Metropolitanization of the State: Scalar Transformations and and Mega-Project Development in Shanghai and Mumbai***

Xuefei Ren (Michigan State University), Liza Weinstein (University of Chicago)

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This article examines urban governance practices in China and India. Through the lens of state rescaling, the article explores why Shanghai has been better able than Mumbai to transform its built environment to facilitate capital accumulation. We argue that the degree to which national states "metropolitanize" affects cities' ability to facilitate urban renewal. The metropolitanization of the state, referring to the deliberate attempts by national states to rescale power to the metropolitan level, has greatly facilitated mega project developments in Shanghai. By contrast, despite various pressures to rescale power and authority downward, the Indian state has retained these capabilities at the regional-state level, thus constraining Mumbai's ability to carry out similar initiatives. This article highlights the path-dependent nature of state-rescaling by examining the planning and implementation of two mega projects in Shanghai and Mumbai.

### ***Local Labor Market Endowments, New Business Characteristics, and Performance***



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Alicia Robb (University of California, Santa Cruz), Mark Doms (Federal Reserve Bank of San Francisco), Ethan Lewis (Dartmouth College)

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It is often asserted that a highly educated workforce is vital to improving the competitive position of American businesses, especially by boosting entrepreneurship. To examine this contention, we use population Census data and a rich, new, nationally representative panel of startup firms, to examine how the education and skill level of the local labor force are related to the creation and success of new businesses. We find that areas that possess more skilled labor also possess higher rates of self-employment and more skilled entrepreneurs. As in previous studies, we find that education of the business owner is strongly linked to improved business outcomes. Potentially consistent with the popular view, we also find that, conditional on owner's education, higher education levels in the local market are positively correlated with improved business outcomes.

### ***Fiscal Impacts of Growth in Hamilton County***

Eileen Roberston-Rehberg (Ochs Center for Metropolitan Studies), Kara Serrano (Ochs Center for Metropolitan Studies)

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Cities of all sizes are grappling with land use and growth issues. In many areas growth in exurban areas is occurring at a rapid pace. The issues that arise from low density growth are well discussed in the literature but include the issue of financing infrastructure costs associated with basic services such as roads, schools, and water. In Hamilton County, Tennessee developers pay for the roads but true cost of infrastructure development is bore by the core that pays for infrastructure development in the form of road improvements such as lane widening to move suburban dwellers to jobs elsewhere. In the forefront of sustainable issues in the 90s, Chattanooga embarked on a policy of sustainability. Analysis of growth patterns in the Chattanooga region shows that sustainable growth maybe be a difficult goal. This research uses spatial analysis to examine growth patterns in Hamilton County, Tennessee. By using road segments data and population density data, a pattern of low density growth in suburban and exurban areas is established. Property tax revenues and TIP funding are then linked to growth in low density areas. From the research, two trends emerge in Hamilton County. First there is low density growth outside of the urban core; second, this growth is financed by taxes from the core. These findings illustrate the difficulty of the sustainable path that Chattanooga embarked upon.

### ***Tourism in Santa Fe: Appropriation of Culture in the Land of Enchantment***

Nina E. Roberts (Northeastern Illinois University)

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Cultural tourism thrives in Santa Fe, a city in northern New Mexico that is considered to be the cultural capital of the Southwest. It is styled as a place where Native American, Hispanic, and Anglo-American cultures live in harmony and contribute to its unique arts and architecture. In fact, Santa Fe's image has been carefully crafted since the early twentieth century specifically to promote tourism. Defining itself as "The City Different," Santa Fe is a place where tourists consume culture and experience an encounter with the Other through the city's heritage sites and cultural events. In the city's effort to attract tourists, Native American and Hispanic cultures have been appropriated and commodified to produce the "Santa Fe style," which denotes a specific architecture, art, and interior design that caters to the affluent and objectifies the native peoples upon whose culture the city's image is based. The thesis of this paper is that since the early twentieth century, Santa Fe has appropriated indigenous culture and fetishized authenticity in order to create a middle- and upper-class tourist destination. The discussion focuses on the marketing of Santa Fe during the past one hundred years, during which time the city has been transformed so dramatically that it no longer resembles its original form physically or culturally.

### ***Political Blogs and Mainstream Media: What's In, What's Not?***

Cara Robinson (University of Delaware)

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The Internet has created new forms of media technologies that are integrating into the public debate. The use of the Internet as a source of presidential election news has grown from 9% of the general adult population in 2000 to 24% in 2008 (Pew Research Center, 2008). The use of internet technologies, namely political blogs, during an election adds a new resource for interested citizens. The content of blog election news often differs from coverage in the mainstream media. Although 85% of journalists report regularly reading political blogs, the majority of blog stories do not enter the mainstream news narrative. Political blogs are credited with breaking stories surrounding elections, politicians and proposed legislation that impact media coverage, election results and/or policy implementation. Much of blog coverage is, however, restricted to online media. That is, it does not enter the mainstream news. What political blog content fails to enter the mainstream media? Are there patterns in this selection process? What might it mean for political discourse? For citizenship?

### ***From the Bottom, Up: Perceptions of Community Change and Activism***

Marco D. Roc (University of Illinois at Chicago)

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The burgeoning literature on Black gentrification has chronicled the ways class cleavages mark the contemporary social and political landscape in Black neighborhoods in US cities particularly as more middle-class Blacks are moving (back) into poor communities. Recent work



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from Michelle Boyd, Derek Hyra, and Mary Patillo has outlined the ways that Black middle class residents have engaged in neighborhood practices that facilitate the marginalization and displacement of their poorer counterparts, even while working to forge racial solidarity and stabilize the community. In these accounts, the role of the middle class is clearly detailed but there is little indication about if or how poor and working class Black residents are involved in community development. This literature suggests that the poor are acquiescent and voiceless residents who get displaced. As a consequence this leads to two theoretical and empirical shortcomings. First, this focus on middle-class community activism takes for granted that activism is linked to participation in formal and middle-class run community development organizations. Conceiving of activism in this way both privileges certain forms of group and individual actions while it obscures others. This is important because we may be failing to register other types of activism. Second, low-income residents are treated as having uniform interests in the community - interests assumed to be in contradistinction to the middle-class. While racial group tensions in Black communities are discussed as partially being rooted in differential class interests, little attention is paid to intraclass complexities among the poor and working class. Consequently, we fail to fully capture the complicated nature of these residents' attitudes, stories, ideologies, and actions. Taken together, we are only getting a partial picture of community activism in African American communities, one that only acknowledges middle-class residents as social actors. This paper addresses that question with a qualitative study that draws on in-depth interviews of low-income residents in a west side community in Chicago. It examines how age, social kinship networks, and homeownership status shape poor and working class activists' perception and response to changes in their community. This study is especially valuable because it identifies organizations and spaces (outside of mainstream politics) within which activism takes place.

### ***Who is the Planner of the Day?***

Anthony Rodriguez (Texas Southern University)

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There are almost 1200 municipalities in the state of Texas. Every municipality has a purpose to seek for the general welfare of the public. This purpose emanates from the very first words of our constitution with the Preamble. With this in mind, the research will seek to understand if relationships of improved quality of life exist in municipalities with some type of planner staff. To find out a blind survey sent to a random sample of municipalities within the state of Texas asking the questions pertaining to who are the planners. Using regression analysis the research will see if the presence of a planning staff has a direct positive relationship of the quality of life variables. The research will use indicators of home ownership, income, education attainment, tenure, and urban tree cover. The independent variable in the study is the presence of planners and certain key function added to the survey for object validity. The paper will seek to address the question, do planners matter?



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### ***The New Urban Policy of the European Union: Changes After the Lisbon Strategy of 2000***

Jose Manuel Rodriguez Alvarez (Complutense University of Madrid)

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The adoption in 2000 of the so called “Agenda of Lisbon” by the European Union (EU), addressed to reach a new global framework of action in the context of the world economy, and it has implied important changes in the EU urban policy. The Agenda of Lisbon underlines the privileged place of the cities for competitiveness. Cities are expected to play a crucial role for knowledge, diversification and quality of employment, sustainable development and environmental protection. For the EU, the urban systems are the engines of the regional development.

At the same time, the Agenda of Lisbon is quite abstract about the urban dimension and doesn't establish specific mechanisms in order to guarantee the participation of all the actors in the establishment of the “national reform planning”, which is required to the implementation of the Agenda at the national level. Surprisingly, this lack of specification offers opportunities to the urban authorities, because it allows the development of new forms of governance –as the multilevel agreements among the different tiers of government- and the elimination of rigid barriers to action. At the same time the important role that the new cohesion policy confers to the cities establishes new bases for their participation in the European development process.

The European cities should take benefits from the new approach of European governance and participate actively in all the debates and negotiations addressed to the design of the European policies. For instance, the European cities can be instigators of all kind of initiatives for the strengthening of a knowledge society, and they have effective capabilities for establishing link mechanisms and synergies between training and research with the private sector.

This paper addresses to offer a framework of understanding of these changes in the EU urban policy, including the consequences in the European grants for the cities.

### ***Civic Culture, Creatives, Nontraditionalism and Public Policy:How Value Change is Transforming the Meaning of Development in the 21st Century***

Donald L. Rosdil (Towson University)

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In recent years, the political science field, and urban politics research in particular, have witnessed a profusion of research efforts employing cultural methods. These efforts encompass the explanation of morality-based conflict (Sharp 2005,2007), the role of a creative class in local development choices (Florida 2002, 2005), the relationship of local civic culture to policy outcomes (Reese and Rosenfeld 2002,2008), and the impact of nontraditional subcultures on development approaches (Rosdil 1991,2006,2008, forthcoming). This paper will review how researchers have utilized culture in explaining local development policy. It will argue that a



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subcultural model based on a traditional/nontraditional dichotomy offers greater measurement precision than other approaches as well as more effectively accounting for local development outcomes. In particular, it provides a more plausible explanation of changes in the meaning of development for urban residents in the U.S. The paper illustrates these claims by applying this framework to development outcomes in Seattle and Las Vegas.

### ***Major League Winners: How Cities Turned Subsidies For Sports Into New Downtowns and Money***

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Too many communities in the 1980s and 1990s invested tax money in sports, entertainment, and cultural facilities hoping improvements would follow. It was then hoped that new buildings would attract scores of young professionals and new companies to downtown areas. Simply put, most cities did more "hoping" than they did planning a strategy or establishing partnerships with private capital to achieve success. Some cities, however, did just what was necessary to turn subsidies into shrewd investments. What made these cities different from others and what can community leaders and public officials learn that can turn tax dollars from subsidies to investments? In focusing on the experiences of several different cities this paper first outlines the difference between subsidies and investments for the public sector and changing public subsidies for sport into investments. Next, a conceptual framework is presented to understand the decisions of communities that make the decision to make "big-ticket investments. The decision to spend tax money for "big-ticket" items such as sports facilities, museums, or entertainment and cultural centers in redevelopment efforts is linked to five separate sets of ideas. Together these form a sort of conceptual framework that explains the use of these assets to (1) create an identity for a city or region and (2) advance a region's economy. Within this framework lie theories that guide the decisions made by governments spend money to insure that sports facilities, museums, and cultural and entertainment centers are built. Any analysis of the actions of public leaders has to be assessed and understood through a framework that explains why expenditures are made and the implicit goals and objectives for the facilities built. Too many assessments have failed to build a theoretical framework but still assessed outcomes against arbitrary standards that might seem alien to the leaders who seek to turn subsidies into investments. This paper concludes with a summary of outcomes in selected cities from expenditures that became investments. The analysis focuses on the unique politics and the common theme of public and private investments and the returns earned. Indianapolis, San Diego, Los Angeles, Columbus, Cleveland, and Reading each took important steps to change how cities can benefit when sports and cultural facilities are built. It now remains to extend their path, learn from their successes and failures and develop a model that turns subsidies into investments.



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### ***All Underserved Markets Are Not Created Equal: Why the Private Sector Alone Will Not Address the Capital Needs of Distressed US Communities***

Julia S. Rubin (Rutgers University)

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Urban scholars have long written about the economic potential of underserved communities. The issue gained broader awareness, however, after being championed by Harvard Professor Michael Porter. Porter argued that such communities should be viewed as markets that are rich in economic opportunities. Those opportunities could best be harvested by the private-sector, which would lead to both profits for the private sector and economic prosperity for community residents. Porter's thesis has been echoed by others, including a group of researchers at the Milken Institute who have focused specifically on the challenges that underserved communities face in accessing capital. The Milken researchers refer to such communities as emerging domestic markets, to highlight their economic potential, and argue that information imperfections are keeping the private sector from recognizing these markets' potential profitability. This article focuses on the limitations of the emerging domestic markets approach. My critique is three fold. First, the Milken researchers treat all underserved communities as interchangeable, disguising the fact that they differ in important ways in the nature and causes of their capital constraints. Second, the Milken researchers' claim that underserved communities lack access to capital primarily as a result of information failure is inaccurate. There are numerous other obstacles that raise transaction costs and discourage private sector investment in underserved communities. Third, the Milken researchers' assumption that the private sector can take the lead in meeting the capital needs of underserved communities is unrealistic because it fails to address these additional barriers to investment. My intention in making these critiques is to push for a more sophisticated understanding of what underserved communities need -- one that does not obscure or ignore the complexities of the problems we are trying to address -- in order to insure that these communities are not left behind by either public or private sector investors.

### ***The Globalisation of Urban Managerialism: The Business Improvement District Model***

Fayth A. Ruffin (Rutgers University)

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In the context of globalisation and neoliberalisation, Business Improvement Districts (BIDs) emerge on the urban landscape as a public-private mechanism of place management across networks. BIDs are publicly sanctioned yet privately directed polities self-generating assessments to fund supplemental public services that improve shared and geographically defined outdoor public spaces (Hoyt 2005). While plural neoliberalisms (including multi-level, multi-nodal actions of economic, political, and social agents) reshape and reconstruct spaces and places of world politics calling for innovative institutional and policy entrepreneurs to make of globalization what they will (Cerny 2007); urban locational policy becomes entrepreneurial and competitive-driven thereby rescaling state space (Brenner 2004). BIDs are sub-municipal



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innovatory institutional designs that, proliferating across multiple continents as policy entrepreneurs diffuse urban revitalization policy, are now a global phenomenon (Hoyt 2006, Lloyd, et al. 2003). Deeply embedded in urban governance processes (Stokes 2006, Mitchell 2001), BIDs also illustrate wider processes of neoliberal urbanisation (Ward 2007).

This paper explores the local-global nexus of BIDs as a tool of transnational urban revitalization and network management in Cape Town, (WC) South Africa and Newark, (NJ) USA through qualitative analysis of data gathered from four BIDs during interviews of BID managers, public officials, board members, property and business owners, and residents of the BID together with public documents, archival and literature research. The cross-national case study demonstrates that, although BIDs vary by enabling laws, nomenclature, and operation; network management of top-up services such as capital improvement, destination marketing and social development in the contested urban terrain is similar in distinct continents. Findings further suggest that performance agreements facilitate social development and generate performance based budgeting, key factors in a globally competitive yet urban locale of economically stratified stakeholders with divergent perspectives. Identifiable variables signal useful methodological approaches for researching the globalisation of urban managerialism in similar regions elsewhere.

### ***Assessing Educational Issues within Delaware's Hispanic Community: An Overview of Findings from the Delaware Hispanic Needs Assessment (DHNA)***

Nicole Ruggiano (University of Delaware)

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Similar to the overall nation, the state of Delaware has experienced a significant growth in its Hispanic population over the past several decades. While the current Hispanic population in Delaware is relatively small (6.3% in 2007), it is growing at a faster rate than the overall United States. In fact, between 2000 and 2007 Delaware's Hispanic population grew by 31.3%, compared to the national rate of 17.6% (U.S. Census, 2009). To better understand and address the needs of Delaware, the state government established the Delaware Consortium on Hispanic Affairs, which contracted a research firm in 2007 to conduct a comprehensive Delaware Hispanic Needs Assessment (DHNA). Across all sections of the DHNA, educational issues were cited as barriers to economic opportunities and social/health services for Hispanics living across the state. As a result of these findings, the Consortium has made a commitment to further address the educational needs of Hispanic adults and children across the state. This report provides a summary of key educational findings from the DHNA along with recommendations for public policy and future research.

### ***Rethinking Bridging: Challenges for Building Social Capital through Community Organizing***

Lara C. Rusch (University of Michigan-Dearborn)



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Scholarship on social capital has broadly argued for the development of bridging social capital as an antidote to the 'dark side' of bonding. But existing research has not articulated what bridging efforts entail or how the political context and different pressures on communities may impact the potential for diverse and public collaboration. The purpose of this paper is three-fold: First, it offers a critique of current understandings of bridging social capital and attempts to politicize and depersonalize bridging theory. Then it discusses how bridging operates in an IAF-style community organizing project in metro-Detroit. The research focuses on challenges facing interracial and interfaith bridging efforts, such as congregational differences in preferences for whether and how to engage politically. Finally the paper proposes a revised conceptualization of bridging that emphasizes the instrumental aspects of public relationships among unequal parties. This research is based on three years of participant observation and interviews with community organizers, clergy, and lay people in Detroit.

### ***Safe Space, Contemporary Specifications for Creating Urban Safety***

Rob Ruts (The Hague University), Carel Tielenburg (The Hague University)

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As in the rest of Europe, in The Netherlands safety and security are prominent themes. 'Safety, stability and respect' dominate the current government policies. It is poignant that while a targeted policy promoting local safety and security was introduced years ago, the perceived lack of such is still high on the political agenda. Fortunately not only the apparent lack of effectiveness in the measures taken is taken into consideration. Also, the by effects of measures is an issue. Initiatives 'to make it safer' have shown that aspects of our concern for safety and security have been neglected. What is the effect of measures taken on the way citizens experience and use public space? What are the consequences for the value and use of what they consider as their private space? The proposed paper will consider the current goal-rationality dominating the public management of urban safety and security, in relation to the effects on the use of public and of private space. It will argue that current measures taken are counter-productive. While they might be effective in acting upon phenomena such as crime, they also rearrange urban physical, social, cultural and political conditions for a sustained and justified public governance of safety and security. And they do so in a way that causes a disjuncture, for instance between citizens and public institutions such as the police. In stronger terms: a goal-rational and goal-justified system is colonising the Lebenswelt of citizens, with grave consequences. The paper concludes that -in Oscar Newman's words- defensible space must be recreated. The question is answered: 'What is the contemporary specification for urban development in order for it to accommodate not just a formal, technocratic and goal-rational approach but also for a public micro-governance of safety and security?' With the question comes the proposition that micro-governance is a condition for urban management to work.



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### ***Immigration, Historic Preservation, and Incipient Gentrification: The Case of Jackson Heights, New York***

Arturo Ignacio Sánchez (Cornell University)

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Jackson Heights, New York is an iconic immigrant neighborhood. It is characterized by ethnic diversity, a contentious context of immigrant reception, and a successful project to attain Historic Preservation status for a significant portion of the Jackson Heights neighborhood in the early 1990s. The untold story associated with the historic preservation of Jackson Heights is framed by a strong nativist backdrop to the massive immigration streams that transformed the neighborhood during the 1980s. Anti-immigrant sentiments among the native-born population and local political and civic leaders (Community Board 3, local democratic clubs, and civic/block associations) set the framework for a host of “quality-of-life” and policing initiatives that demonized and marginalized immigrants. This paper will trace how historic preservation, “quality-of-life” issues, and policing issues were used as immigrant “taming” practices that minimized immigrant political agency and set the groundwork for an incipient form of gentrification that erupted in Jackson Heights during the years 2005 – 2008. This incipient residential and commercial gentrification in Jackson Heights will be contextualized by linking the growing scales of real estate investments in the Queens neighborhoods of Long Island City and Flushing - two geographical locales that spatially bracket Jackson Heights. In plotting the incipient gentrification of Jackson Heights, GIS maps will be utilized to spatially document the changing retail activities – during the years 2005 – 2008 - as a way a gauging/measuring the level and direction of gentrification. This approach will be complimented by a discussion and GIS mapping of the residential patterns of 30 individual surveys that were collected from residents that moved into the Jackson Heights within the past five years.

### ***Bigger Empty Boxes: The Failure of the Urban Tourism Strategy***

Heywood T. Sanders (University of Texas at San Antonio)

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American cities from Anchorage to Philadelphia are pressing ahead with massive public investments in new or expanded convention centers. Other cities, including Dallas, Portland, and Ft. Lauderdale, are considering the public financing of new convention center hotels. Yet despite the continuing local commitment to tourism as an economic development strategy, the evidence on the performance of convention facilities and the visitor industry generally indicates that these efforts are both risky and unlikely to result in any sustained economic development. The paper will assess the current state of convention and meeting demand and the sources of this failed tourism effort.



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### ***What Will It Take! Making the Black Church Relevant to the Black Community in the 21st Century***

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Many groups have touted urban faith-based organizations as the next generation of community development organizations because of their potential to generate change in their communities. Such organizations argue that their ability to leverage tithes for community development activities and their close geographic and social proximity to the people that they serve place them in a prime position to serve a broader set of neighborhood social needs. However, there is little research available that examines urban community residents' perception of the effectiveness or usefulness of faith-based organizations and how these perceptions affect their level of engagement with the organizations. This research attempts to gauge community perception of the effectiveness of churches in the Village of Maywood, Illinois, to address relevant community issues. More specifically, this research examines 1) neighborhood residents' perceptions of church effectiveness, and 2) how those perceptions influence both the level of individual engagement with churches and the community's expectations of the church's role within the larger urban decision-making environment. I conduct a case study of the Village of Maywood, a western suburb of Chicago, that assess residents' assumption of faith-based organizations role in the community, their perception of the effectiveness of area churches, their level of engagement with area churches, and their expectations of the church's role within the larger urban decision-making environment. Using the data gathered from these surveys, I conduct a leadership survey of area churches to develop a more complete picture of these congregations' vision for community engagement, as well as the internal and external barriers to addressing the issues identified in the community survey. The results of this project will assist practitioners in better serving the unique needs of faith-based organizations and local governments when engaging area faith-based organizations in planning.

### ***The Geography of Neighborhood Income Inequality***

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In 1968, the Kerner Commission Report warned that the United States was "moving toward two societies, one black, one white - separate and unequal" (Kerner 1968). Many of the disparities that existed when the Kerner Commission report was initially released still exist today. Unemployment, inadequate housing, poverty, crime, and failing schools characterize many urban centers, and persistent segregation is the driving force behind the plight of many urban problems. The potential for positive neighborhood change, racially integrated neighborhoods and an improved opportunity structure has been a central theme for urban demographers, sociologists, economists, and policy makers for many decades. The geographic patterns of racial segregation found in every large metropolitan area have a peculiar relationship with the



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patterns of income distribution. This combination of race and class has shaped the metropolitan opportunity structure. These consistent patterns of inequality reflect a social order that is both visible and invisible to the city dweller.

Many scholars have noted that the spatial configuration of neighborhoods in many urban areas is a product of economic segregation (Erbe 1975; Farley 1977; Jargowsky 1996; Massey 1981; Massey and Eggers 1990; U.S. Census Bureau of the Census 1992; Wilson 1987). Residential racial and economic segregation is not only harmful to those who live in vulnerable areas but residential segregation creates an uneven metropolitan opportunity structure. Some scholars contend that the existing patterns of racial segregation are really an artifact of economic segregation. However, this theme has been disputed by several scholars (Kain 1986; Kain 1992; Logan 2002; Massey and Denton 1993). This important literature describes the close association between racial segregation and economic segregation. The theme of this literature is that as racial segregation declines, economic segregation will increase. Racially and economically integrated neighborhoods are thought to be more desirable because neighborhoods containing high percentages of upper-class and white residents are characterized as having quality schools, low crime, excellent public services, and superior environmental quality.

The motivation for this paper is to explore, at an elementary level, the economic differences in neighborhoods in 325 metropolitan regions from 1980 to 2000. Using census tracts that have the same geographic boundary in 1980, 1990 and 2000, I examine neighborhood income inequality between the central cities and suburbs and neighborhood income inequality between the different types of neighborhoods. To measure neighborhood Income inequality, I will use the H index developed by Theil (Allison 1978; Theil 1967; Theil 1972; Theil and Finizza 1971). My analysis will compare neighborhood income inequality in white, black, Latino and Asian neighborhoods. My analysis will also compare neighborhood income inequality for racially integrated neighborhoods and racially segregated neighborhoods. Finally, my analysis will examine the spatial hierarchy of neighborhood income inequality by comparing neighborhood income inequality in the central cities and suburbs.

### ***Rediscovering the Role of the State: Progressive and Socialist Influence on Housing Policy and Practice in Milwaukee, Wisconsin, 1900-1940***

Phyllis S. Santacroce (University of Wisconsin-Milwaukee)

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During the first half of the 20th Century waves of immigrants, world war, and the Great Depression created a series of housing crises in cities across the United States. At times there simply was not enough housing available, and at other times access to housing was limited due to economic circumstance. While many scholars examine the role played by the federal government in the housing arena throughout the early twentieth century, little attention is given to the role of the state and its unique relationship to cities. Using Milwaukee as it lens for



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analysis, this paper seeks to inject the role of the state into the traditional historical narrative provided by scholars of housing policy and practice in the United States during the pre-World War II era. Through a review of scholarly literature, analysis of newspaper articles, examination of state law and municipal ordinances, and a review of the papers of prominent progressives and socialists of the era, this paper demonstrates that Wisconsin progressives and Milwaukee socialists worked together to create quality housing and neighborhoods in Milwaukee, even before housing became a seminal issue after World War II.

### ***The Financial Consequences of Low-Income Homeownership: Evidence from Denver's Home Ownership Program***

Anna M. Santiago (Wayne State University), George C. Galster (Wayne State University), Angela A. Kaiser (Wayne State University), Ana H. Santiago-San Roman (Wayne State University)

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Federal programs have consistently encouraged ever-lower-income households to buy homes, though questions remain concerning the long term sustainability and desirability of this impetus from the perspective of asset-building. We address two questions in this paper: (1) does homeownership typically enable low-income households to build wealth? and (2) does homeownership for low-income households typically involve terms that, when coupled with their other instabilities, render a high probability of financial distress and default? We answer these questions using data collected from 125 very low-income households who recently purchased their homes after an extensive asset-building and homeownership education-counseling program offered by the Housing Authority of the City and County of Denver (DHA), called HOP. We find that homeownership can provide low-income households with opportunities to build home equity, though this is contingent on the local housing market and ethnicity. Our HOP homebuyers indeed typically gained substantial home equity in comparison to generic homebuying cohorts, but used it primarily for consumption, not wealth creation. Their elasticity of wealth creation with respect to home equity increases was only 1.46. The HOP homebuyers we studied received exceptionally favorable initial mortgage terms and conditions, often enhanced with downpayment assistance from their own DHA escrow account or a charitable foundation. The result was a dramatically low rate of default and foreclosure to date. However, HOP graduates were not immune to financial stresses; roughly one in five paid their mortgage late at least once during the prior twelve months and their continuing lack of wealth makes them vulnerable to future interruptions in breadwinners' employment or health concerns.

### ***Creative Community Development: Teaching the Memphis Music Magnet***

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The importance of harnessing creativity in cities has been made abundantly clear in both academic literature and popular press. Class discussion on this topic, however, often leads to difficult questions about how cities can appropriately operationalize the quest to tap into and capture the “creative class.”

This paper reflects on the experience of developing and teaching a class designed to explore the potential to generate economic development and neighborhood revitalization by promoting creativity, arts, and culture. The course focused on applying related tools in a community-based project, dubbed the “Memphis Music Magnet,” with the specific purpose of attracting and supporting musicians and the music industry in Memphis. There is reason to believe that music is both an important heritage industry worthy of special attention in Memphis, as well as a toehold that can be used to climb into the new creative economy.

The class examined successful arts-based revitalization programs like Paducah, Kentucky’s “Artist Relocation Program” to determine the feasibility of creating neighborhood level change in Memphis through implementing “musician relocation incentives” alongside other original ideas developed in collaboration with industry representatives and community stakeholders. Students also studied the past and current composition of the music industry in Memphis and examined general trends within the industry to determine the broader economic development impacts of such a program.

This paper shares the findings and outcomes of the class project, and discusses pedagogical lessons learned from the challenges associated with this unique class experience. These challenges stemmed from the difficulties of operationalizing a non-traditional approach to community development (arts-based), within a non-traditional framework for a planning applications course (leading to a product very different than the typical studio-produced neighborhood plan), while arranging partnerships with non-traditional stakeholders (musicians).

### ***The Metropolitan Structure of National Elections: Realignment in Detroit?***

Richard C. Sauerzopf (Michigan State University)

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Americans have become increasingly aware of the spatial structure of national politics, as they have come to understand the nation’s political map as being comprised of red and blue states. That map, in its various forms, now shapes common understandings of the ways that Americans are distinguished from each other by their political perspectives and preferences. Now, as ever more sophisticated spatial analytic technologies are becoming available to our news agencies, Americans are coming to understand that within our red and blue states, we can find even more detailed patterns at the local level. This paper contributes a historical perspective to our understanding of the importance of local places to the structuring of national election politics, as it continues a series of analyses based on the author’s Detroit Area Election Study, which explores the spatial structuring of national elections in the Detroit region from 1960 to the



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present. Of special interest will be the region's inner-ring white working-class suburbs. The State of Michigan has played a pivotal role in national election politics for decades, and the historical data show that much of the state's oscillation between the Democratic and Republican parties in presidential elections has resulted from volatile shifts in the preferences of the voters of these places. Given the performance of electorates from these suburbs in more recent elections, a strong and decisive shift of inner-ring suburban voters towards the Democratic Party in this election could indicate a lasting realignment for Michigan and, potentially, for a number of similar states with large metropolitan centers. Such shifts could constitute a significant and lasting restructuring of national election politics, which would have profound consequences for the nation and its metropolitan regions. This paper will explore that possibility especially.

### ***What Makes a Great City Great? An American Perspective***

Hank V. Savitch (University of Louisville)

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Tel: 502 533 5465 WHAT MAKES A GREAT CITY GREAT? AN AMERICAN PERSPECTIVE

This paper examines the criteria that make for a great city. It begins with an international perspective---by reviewing the literature about great cities and reasons why they were described as 'great'. It appears that 'greatness' revolves around the ability of a city to distinguish itself, either as an intellectual center (Athens, Alexandria) a trading capital (Venice and Amsterdam) an economic power (London, New York) an artistic center (Florence, Paris) or an historic/religious emblem (Jerusalem, Rome). Sheer political power (Moscow, Beijing) can also elevate relatively sterile cities toward 'greatness'. More recently the creative power of a city has come to the fore in making a city great. Thus, relatively modest cities like Los Angeles (Hollywood) Seattle and Bangalore (India) are cited as aspiring toward a level of 'greatness'. At times these qualities may be quite tangible such as serving as a great corporate center (Tokyo, Hong Kong) or port (Marseilles). At other times, greatness may hinge on non tangible factors such as an unusual heritage and qualities possessed by a city (New Orleans) or a vague array of factors that make for livability (Sydney). Whatever might be said there appears to be no particular definition of 'city greatness'. The concept varies with time, circumstance and the peculiarities of a geographic area.. I take up this view about the relativity of greatness and argue that greatness depends upon a city's 'concurrency'. That is, its ability to excel in a particular area that coincides with larger world or even national trends. As those trends fade, so too do city fortunes which account for the 'decline' of Athens? or Alexandria. For one reason or another, these cities were unable to keep current with a larger stream of values. Last, I examine a number of American cities in terms of their 'concurrency'. These cities include Boston, Atlanta, Chicago, Santa Fe, Austin and Seattle. Data are provided for each of these cities together with an index of 'concurrency'.



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### ***Industrial Ecology: A Model for Sustainability?***

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This article reviews the burgeoning field of Industrial Ecology and its many threads across Urban Theory and the Sustainable Development literature. Industrial Ecology borrows from many schools of thought -- from Human Ecology and Ecological Economics to Urban Planning and Urban Ecology, as well as the aesthetic and socioeconomic values of "Green" Design -- to build a framework for land use and economic development decision making based on "sustainable" principles. IE emphasizes the creation and maintenance of links between and among industries, business and communities, the promotion of urban land use decisions that encourage these interdependences and the use of Green engineering in order to create highly structured, tightly-knit agglomerations. Proponents of IE emphasize "principles-in-action" including Life-Cycle Assessments for buildings, Material Flow Analysis during the production & consumption process and the healthy metabolism of localized and regionalized systems of urban development. The article reviews the foundation of Industrial Ecology, its many ties to disparate schools including Human Ecology, explores theoretical implications and its real-world applications.

### ***Neighborhoods and Resident Contribution Patterns in a Field Experiment***

Daniel S. Scheller (Florida State University)

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A majority of American citizens live within metropolitan statistical areas (MSAs) and reside within the confines of well-defined neighborhoods. These neighborhoods provide ample opportunities for residents to interact with each other, solve small problems, and otherwise act in a "neighborly" manner according to social norms. However, are residents of neighborhoods more likely to contribute to the provision of a public good compared to a randomly-drawn group of citizens? One method of answering this question is through a field experiment, where each subject is given a monetary endowment and then asked how much of that endowment they would like to donate to a public account versus a private account. The Nash equilibrium strategy in these common-pool resource (CPR) games is for the subject to allocate their entire endowment to their individual private account. However, I hypothesize that subjects from the same neighborhood will be more likely to donate to the public account compared to a control group of randomly-drawn citizens. This treatment requires participants to play the game in a controlled setting with no communication. Their only knowledge is that they are playing fellow neighborhood residents. This study ultimately aims to explain citizen behavior in a residential setting beyond the student samples that are typically used for laboratory experiments, and attempts to improve the external validity of extant experimental findings.



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### ***Public Debate and Strategic Urban Planning in France***

Franck Scherrer (Université de Lyon), Lila Combe (Université de Lyon)

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This last decade, we face a legislative impulsion which first goal is the evolution of public action on the french territory. First, reform of the local planning's global frame, with SRU law (solidarity and urban renewal) in 2000, led public action from a normative planning to a strategic one, at the scale of metropolitan areas. This reform was developped with a renewal of the institutionnal local scale : each french city is now administrated by a government, in wich several local councils are involved. Since last neighthies, we also face an increase of public debate's institutionnalisation at the local scale. How are these different reforms linked together on the territory? Is public debate part of strategy buildings in the cities? Does it allow a better coherence between sectorial politics? Because of the political rescaling and the numerous stakeholders involved, coordination has become a key of urban planning. Thus, many informal debate's process are now existing next to governmental authorities. Which role public debate parts in this context? Our paper's purpose is to illustrate typographical frames of the relationship between debate's process and urban planning : on the one hand, planning and debate are sometimes linked together in strategy buildings, on the other hand they may be in competition to lead definition of such strategies. Our case study is the Development Council, a permanent institution for public debate in Lyon, which is part of the planning strategy built on the territory. It sets up between several coordination's process and help to developp new forms of debate, particulary at the metropolitan scale.

### ***Planners' Perspectives on Using Technology in Participatory Processes***

Carissa Schively Slotterback (University of Minnesota), John Hourdos (University of Minnesota)

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This presentation will examine the results of a study of planning practitioners' perspectives on the use of various technologies to enhance planning and participatory processes. As noted in the literature, a wide range of technologies are available to support planning and participatory processes, including geographical information systems (GIS), spatial decision support systems (SDSS), interactive websites, and hardware, such as workbench interfaces and map table displays (Conroy and Gordon 2004, Geertman and Stillwell 2003, Hopkins et al. 2004, Vonk et al. 2007). While the development of technology continues to move forward, there is recognition that planners do not take full advantage of technology in their daily tasks and do not see the role that could play in planning efforts (Klosterman 2001). The presentation will respond to this concern by identifying opportunities for the use of technology, including GIS and other visualization tools, in various types of participatory processes typically facilitated by planners. Based on the results of a survey of planners, the presentation will provide insights relative to the opportunities and constraints associated with using technology in planning and participatory processes. A wide range of technologies will be evaluated, such as online interactive mapping



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applications, computer-edited photos, project websites, video, online discussion forums, and keypad voting. Issues explored relative to the implementation of these technologies include staff and technological capacity, effects of technology on educating and gathering feedback from public participants, and public participant use and understanding of technology. The results of the study provide important feedback about opportunities to integrate technology into planning and participatory processes and some of the ongoing challenges to further deployment.

### ***Too close for comfort? Workforce development policy coalitions and alternative development in Chicago***

Greg Schrock (University of Illinois at Chicago)

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Can policy actors sustain equity-oriented, or "alternative," development agendas in the face of growth-oriented local politics? This paper examines this question through a case study of workforce development policy coalitions in Chicago since the 1980s. Faced with deindustrialization and uneven development, a progressive coalition of community-based organizations in Chicago pushed for innovative approaches to neighborhood development and industrial retention in the 1980s and 1990s. A parallel movement to link economic development with employment and training, or workforce development, programs also emerged during this time. Drawing on resources from local and national foundations, this coalition became an influential force shaping workforce policy within the city in the 1990s and 2000s, advocating against "work first" welfare-to-work policies and in favor of innovative, sector-based models of job training. Like their community economic development counterparts, this coalition adopted an insider strategy to build influence with local officials, but in contrast to them, the workforce coalition largely avoided the problems of cooptation and political marginalization that beset community economic development coalitions like CANDO. The lower profile nature of workforce development policy allowed the coalition to operate in a less politicized environment than their economic development colleagues. But they also maintained an independent resource base and connected with an emergent national workforce policy network. Nonetheless, continual deepening of the ties between the workforce coalition and City officials poses challenges to their capacity to operate as an independent advocate for equity-oriented policies. This case demonstrates the importance of external actors such as foundations and national policy groups in sustaining local coalitions around alternative development.

### ***Towards Representative Bureaucracies in Multi-Cultural Cities? Lessons from European Cities***

Eckhard Schroeter (Zeppelin University), Patrick von Maravic (Zeppelin University)

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While European cities grow more and more heterogeneous as far as their ethnic, religious and linguistic population mix is concerned, public sector organizations serving these communities come increasingly under pressure to change their personnel policies and human resource management strategies accordingly. This pressure is most strongly felt in large urban conurbations that serve as centers of gravity for both migrating low-skill and high-skill workers. The global flows of migration ? coupled with intensified European integration and amplified by prospects of an ageing and shrinking European population ? is likely to catapult the question of opening up public sector workforces to more ethnic and cultural diversity to the top of the political and administrative reform agenda. In many cases, however, established recruitment, training, selection and promotion strategies in the public sector ? often based on notions of national citizenship and rigidly regulated by public law ? seem to be relatively impervious to the more recent challenges resulting from globalization and demographic change. While some city governments have proactively embraced a systematic ?diversity? strategy for their workforce, others have been conspicuously reluctant to make any changes to their conventional HRM practices. Arguably, these distinct strategies will have significant consequences not only for efficiency and effectiveness of public organization, but also for the legitimacy of the (local) public sector as a whole. Against this background, we discuss the concept of ?representative bureaucracy? in the context of European big city government before we present empirical evidence from a sample of large metropolitan areas, including Amsterdam, Berlin, London, and Vienna. In doing so, we also seek to capture distinct administrative and political traditions that are most likely to shape the development of diversity strategies and their implementation in big city governments. In our effort to bring order to the variety of our case studies, we will turn to a neo-institutionalist discussion of our empirical findings.

### ***Preventing Mortgage Foreclosure: Lessons from New York City***

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In 2005, New York City launched a pilot-program, Preserving Assets and Community Equity (PACE), to combat the growing problem of predatory lending and mortgage foreclosure. The program soon became one of the city's only resources for homeowners caught up in the rapidly rising tide of foreclosure. A partnership of city government, legal service providers, advocacy organizations, and community development corporations, PACE combined public outreach, legal assistance, and mortgage foreclosure counseling in several of the city's most hard-pressed neighborhoods. It served more than 1,500 households during its two of operation. In 2008 it was subsumed by a city-wide anti-foreclosure program. This paper draws from an evaluation of the PACE program to discuss the key lessons the PACE program offers to New York and other cities as they struggle to address the problem of mortgage foreclosure.



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### ***Moving as a Community: How Urban Social Movements Shaped the Cities of the Pacific Northwest, 1990-1999***

Leanne C Serbulo (Portland State University)

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The study of locally-based social movements briefly fascinated urban researchers during the upsurge of community organizing that took place in cities around the globe in the 1960s and 1970s. When Manuel Castells (1983) published *The City and the Grassroots*, he set out to create a definitive theory on how urban movements could shape cities. Castells argued that urban movements were successful only if they could challenge the fundamental purpose of the cities they took place in. This project approaches urban movements from a different perspective. Rather than examining the revolutionary potential of such mobilizations, it begins at the scale of everyday life. How do urban movements change the lives of city dwellers? How do these changes translate into broader transformative actions at the neighborhood and city level? How can urban movements based in one city affect other places? Five case study movements that took place in the Pacific Northwest during the 1990s are used as the basis for exploring these questions. The Hotel Workers' Organizing Committee in Portland, Oregon, the Black United Front's boycott of Portland Public Schools, Operation Homestead's building occupations in downtown Seattle, the Central District neighborhood's opposition to the Weed and Seed program, and the Cleveland High School protest against the Rose Festival Princess pageant were urban movements that left lingering impacts on the cities they took place in. The direct impacts of these movements were felt in their constituent communities' use of time, space, social relationships, and sense of possibility. The changes in these four areas inspired city-wide transformations and occasionally diffused out to other locales.

### ***The Six Gaps Facing Small and Micro-Business Owners: Evidence from New York City***

Lisa J. Servon (Milano The New School for Management and Urban Policy)

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Small and micro businesses are critical economic actors, and a great deal of research documents their importance. As a result, an array of policies and programs has been initiated that attempt to maximize the economic development potential of these businesses and to increase their success rate. Do the emphases of these initiatives respond to the needs expressed by small business owners? The purpose of this paper is to address this question and to identify the specific needs of small business owners so that efforts to assist small businesses can be modified to incorporate this new knowledge. We argue that existing policies and programs focus too narrowly and that any strategy designed to assist small businesses must take a larger range of needs into account if the economic development potential of small businesses is to be realized.



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We analyzed a range of publicly available data sources, and conducted interviews with entrepreneurs and with policy makers and practitioners who serve these entrepreneurs and reviewed creative initiatives nationally. We focused on disadvantaged entrepreneurs—particularly those who are low-income—because these groups are the target of many small business assistance programs and because they arguably stand to gain the most from intervention. Specifically, our analysis of this data revealed six primary gaps within the environment of support for small and microbusinesses in New York City: 1) a capital gap; 2) a resource gap; 3) a transitional gap; 4) an institutional capacity and service delivery gap; 5) a geographic gap; and 6) an information gap. We address our recommendations for mitigating these gaps to local policy makers given our belief that they are in the best position to initiate and implement the kinds of changes needed.

### ***Financial Services, Asset Building, and College for Urban Youth***

Margaret S. Sherraden (University of Missouri-St. Louis and Washington University in St. Louis), Kay Gasen (University of Missouri-St. Louis), Christopher Krehmeyer (Beyond Housing/Neighborhood Housing Services), Margaret Clancy (Washington University in St. Louis), Michael Sherraden (Washington University in St. Louis), Ray Boshara (New American Foundation), Mary Ferguson (University of Missouri-St. Louis), Carl Hoagland (University of Missouri-St. Louis)

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Access to financial services and higher education are key pathways to youth development. Building on asset theory, this paper presents an initiative to open incentivized college savings accounts for urban youth (Children's Development Accounts), linking them to the formal financial services sector, building financial knowledge and skills, and increasing access to post-secondary education and training. The initiative is aimed at developing financial capability in low income communities, enabling communities to engage youth in school, increasing college attendance and completion, and ultimately, contributing to economic growth in urban communities.

### ***The Black College-Community Development Corporation (CDC): Their Successes and Challenges***

Sigmund Shipp (Hunter College, CUNY)

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This presentation will evaluate the successes of black college community development corporations (CDCs). While CDCs in general have been documented in the scholarly literature very little has been written about black college CDCs. The absence of such documentation represents a void that hampers a full appreciation of CDCs in general and black college CDCs specifically. Black college sponsored community development corporations (CDCs) exist as



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latter day manifestations of a historic social mission to revive and sustain communities where black colleges are located. This was a mission that began when newly freed slaves struggled to educate themselves in schools that would become fully-fledged institutions of higher learning. The presentation will discuss findings from the first national survey of black college CDCs. Broadly, the twelve surveyed CDCs will be compared to one another by examining as their evolution over time, strategies, and accomplishments. At an in-depth level, two cases studies will be developed that provide insights about the history of the CDCs, community development activities, capacity (e.g., staffing, and financial status), and advocacy and citizen participation. The concluding portion of the presentation will be devoted to an overall assessment of the surveyed black college CDCs. This assessment will be used to determine the elements of best practice that could serve as guidelines to policy makers and practitioners concerned about community renewal and its role in sustaining cities.

### ***Making Place: The Shifting Green Line and the Development of “Greater” Metropolitan Jerusalem***

Anne B. Shlay (Temple University), Gillad Rosen (University of Toronto)

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The field of urban development has coalesced around the idea that places are shaped by a range of decisions made within key institutions that control land use and investment flows. This institutional nexus of land based actors influences metropolitan development, growth and declines. In the U.S., these interests are often but not exclusively monetary. But in places outside the U.S., land based interests can be linked as much to politics and culture, as witnessed in Jerusalem whose boundaries are the source of contentious debate and conflict. The seemingly normal activity of calling a place inside or outside of Jerusalem is overtly political ? with ramifications that quickly move from the local to national and then international levels. For example, Har Homa (translated as Wall Mountain), an area captured by Israel in the 1967 War, was quickly annexed to Jerusalem. Har Homa is, by Israeli law, inside the municipal borders of Jerusalem. But Har Home is considered part of the occupied territory by most of the international community; the term occupied territory is used to designate all land captured in by Israel in 1967. For the international community Har Homa is part of East Jerusalem and is not a part of Israel altogether. Currently, with thousands of Jewish families living there and thousands upon thousands of units either under construction or in the planning process, Har Homa has become a flash point for an international critique of Israel. One side calls Har Homa an illegal settlement (and clamors for halting all construction) while Israel claims Har Homa as legally part of Israel (and builds with even more vigor). For the international community, the criterion for calling a place inside or outside Jerusalem is the now infamous Green Line. The Green Line represents the armistice or ceasefire boundaries following the end of the 1948 Arab-Israeli War. Between 1948 and 1967, the Green Line defined the boundaries of Israel. What was Jerusalem before 1948 was essentially split in half by the Green Line, with the Old City (the ancient place holy to Jews, Christians and Muslims) on the side of Jerusalem that became part of Jordan. The



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subsequent 1967 War rendered all of what was part of Jerusalem prior to the 1948 part of Israel again. Israel annexed all of what was termed East Jerusalem to create what it called a "United Jerusalem." Almost immediately, Israel built what it called "new neighborhoods" to house Israelis in areas previously home only to Arabs (and formerly part of East Jerusalem) to prevent future attempts to divide Jerusalem. Though most Israelis quickly forgot that these "new" Jerusalem neighborhoods were outside of the Green Line, the international community calls these areas part of the occupied territories. An anathema to Israelis is that what Israel calls post 1967 Jerusalem is not in Israel at all. This was the first instance of a perceptual altering of what constituted legitimate boundaries of Jerusalem. This reconstruction of the political legitimacy of Jerusalem's borders outside of the Green Line has been an institutional activity associated with making place – the making of, and struggle for Jerusalem. The argument of this paper is that this work of altering perceived and real boundaries of Jerusalem has been the major focus of Israeli development and a source of local and international strife since the 1967 war. We call this the work of shifting the Green Line. The shifting Green Line constitutes the institutional activities of redefining what constitutes Jerusalem through manipulation of both material and symbolic worlds that underlie the definition of community. This paper is an empirical examination of the work of shifting the Green Line. Using interview and secondary data, we show the institutional activities around shifting the Green Line that are at the heart of making place in Jerusalem.

### ***Access Denied: Urban Highways and Political Impasse in Santiago, Chile***

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The Chilean state's entrepreneurial approach to public works planning has endowed the country and its cities with state-of-the-art infrastructure in a short period of time. It has also provided Chileans an opportunity to hone practices of insurgent citizenship, acts of counterpolitics that destabilize the present socio-political order (Holston 2008). In Chile, anti-highway protests have emerged as one of several forms of popular protest that are putting to test the political elite's carefully guarded process of democratization and challenging their vision of the modern Chilean city. This paper presents the findings of a case study on the "Southern Access to Santiago" highway project. By means of blockades and protracted negotiations, a loose coalition of low-income residents in Santiago's southern periphery have effectively denied the "Southern Access" highway from entering the capital, at least through their property. This denial of a state project by the poor is the outcome of another act of denial, the state's original rebuff of citizen consultation and socio-economic considerations in the planning and implementation of the infrastructure concessions system. In this case study I analyze this relationship of denials and I present two lessons that speak to current debates about urban citizenship, democracy, and the role planning plays in mediating the relationship between the two. First, public support of entrepreneurial planning does not mean support for an entrepreneurial city, or any sense that there is a single vision for the city at all. Second, the public interest cannot be taken for granted



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in large state infrastructure planning projects, but must be explicitly negotiated across a differentiated urban landscape. As the state expands its capacity to plan, it must also expand its capacity to negotiate the social contracts embedded in each step and site of the planning process. In Chile, the strength of the state and the national economy has not just generated wealth and a global Santiago. It has pushed urban planning into the frontlines of the country's storied process of democratization, de-democratization, and development.

### ***The Megachurch State of Involvement in Community Development: A Texas Case Study***

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Since the War on Poverty of the 1960s, America has witnessed the spread of poverty in urban areas. Over time, there has been an increase of how various entities have attempted to solve some of our communities most disproportionate concerns. More commonly, the church is one institution that historically has been the promoters in helping the disadvantage population improve their spiritual, social, and economic conditions. However, over the past two decades the growth of Megachurches in communities has become a common place for worship. Numbering in more than 1,200 across the United States, the Megachurch is a part social paradigm that exhibits the ability to make a significant contribution in improving the quality of life in neighborhoods. Based upon findings from a larger qualitative study, this research examines Megachurches state of involvement in community development activities in Texas. Key findings from the study suggest that Megachurches distinct characteristics, such as size and location, afford them the opportunity to improve the social, economic, physical status of declining neighborhoods. Even more, with Megachurches being the new congregation phenomenon of the 21st century, these institutions have already taken tremendous steps in helping with the various needs of communities. These institutions are active in housing and community economic development activities.

### ***The New Chicago School of Urbanism and the New Daley Machine***

Dick Simpson (University of Illinois at Chicago), Tom Kelly (University of Illinois at Chicago)

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Ernest Burgess's theory that the urban form was defined by concentric rings of growth, immigration, and racial segregation, constituted a geographic pattern that nurtured a decentralized style of machine politics. This spatial geography no longer accurately describes Chicago or any modern metropolis; instead, metropolitan regions are made up of dispersed, multi-racial populations. Politics and history shape spatial form and social relations. Chicago has become a global city, but its spatial geography and political structure still reflect its past. Because of this, Chicago produces a distinctive urban theory, just as have New York and Los Angeles. The study of Chicago raises a series of important questions for urban scholars: (1)



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Does an autocratic mayor and political machine make Chicago more governable, and at what cost? (2) Will racial politics continue to be key to 21st century politics in Chicago? and (3) Can any effective system of governance be created for the metropolitan region or is urban sprawl inherently ungovernable?

### ***The housing careers of working poor families***

Kimberly R. Skobba (University of Minnesota), Marilyn Bruin (University of Minnesota), Edward G. Goetz (University of Minnesota), Becky Yust (University of Minnesota)

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This research used a mixed methods design to study the housing careers of working poor families and explore how tenant-based housing assistance influences those careers. Interviews were conducted with 31 participants representing four categories: urban voucher holders, suburban voucher holders, urban parents waiting lists, and suburban parents on waiting lists. Findings suggest that working poor families move through a variety of housing accommodations such as homeless shelters, living with family and friends, and housing secured through employment. For participants in the study, the receipt of a voucher allowed them to live as independent households and generally improved housing stability. While participants experienced dissatisfaction with their housing and neighborhood conditions both before and after receiving a voucher, most voucher holders were able to resolve these problems through subsequent moves. The findings suggest that for low-income families, progress in the housing career is defined differently than for middle and high income families. Within this group of participants, shelters, doubling-up, and housing assistance were common strategies. Overall, the results of the study indicate that an expanded conceptualization of housing careers, encompassing more than moves between rental and homeownership, is necessary for the study of housing careers of low-income families. Future research on the housing careers of children growing up in voucher households would provide a better understanding of the long-term impact of housing stability achieved through the receipt of a voucher.

### ***Mediating Change and Changes in Mediation: Adapting ICTS for Collaborative Planning***

C. Scott Smith (Northern Illinois University)

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Information and communication technologies (ICTs) are important research areas for scientists examining theories of communication, conflict resolution and collaborative decision making, particularly because they offer impressive analytical capabilities and the capacity to integrate different modes of deliberation and forms of content. The exponential growth in the adoption and diffusion of these digital media currently has, and will likely continue to have, considerable social ecological implications in part because ICTs are increasingly becoming "places" of convergence where information and knowledge is politically contested. However, the nature of



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these implications, especially questions concerning how these technologies influence collaborative modes of decision making and policy formulation, is unclear and controversial.

This research adopts an interpretive approach to examine the role of ICTs in mediating environmental decision making in California. Particularly, I trace the development and deployment of a particular ICT application co-designed by a grassroots environmental justice organization based in southeast Los Angeles. Participant observation, in-depth interview, narrative analysis and ICT activity logs are employed to examine human-computer, human-computer-human and human-human interactions within this ICT-mediated setting and more traditional face-to-face forums such as public meetings, public hearings and focus groups.

### ***Urban Development, Urban Venues: Does Theory Match Institutional Reality?***

James M. Smith (University of Illinois at Chicago), Joshua Sapotichne (University of Washington)

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Do current frameworks in the literature on urban politics and policy match the institutional reality? In perusing the urban politics literature, one sees a great deal about growth coalitions, regimes, and local powerbrokers such as mayors and city council members. Yet popular and scholarly accounts have recently suggested that a great deal of urban policy activity occurs in state houses and within special-purpose governments, involving governors, legislators, and bureaucrats. Indeed, numerous studies show the institutional players in such debates represent a much wider spectrum. It is our contention that the subfield misses these key institutional actors, and that this theoretical or empirical mismatch must be further explored. As both an extension of current critiques of existing theories and as a first step in moving beyond them, this paper conducts an "institutional inventory" of current studies—that is, it describes and analyzes the institutions and actors involved in urban politics as it is studied today. It also seeks to establish the primary institutional venues for decision-making and the relationship these venues have with the policy area in question. Our data are derived from a meta-analytic content analysis of case study research conducted on local development and published in leading journals in urban politics. Our analysis broadly considers the type of policy debate, the institutional actors involved in this debate, and the individual actors involved in the decision-making process. Preliminary findings of our analysis suggest that a significant amount of policy activity takes place outside of traditional local policy venues. This variation provides fodder for the development of empirical propositions regarding the relationship between institutional venues and urban policymaking.

### ***Sex, Violence and Gender Differences: Building on Findings from MTO***

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Relocating very poor families with children from disadvantaged neighborhoods was at the core of the federal government's Moving to Opportunity (MTO) Demonstration. The hope was that moving would provide these families access to communities offering better schools, city services, and economic opportunities. However, follow up research on the MTO families showed puzzling results: in particular, girls showed substantial improvements in mental health and reduced risky behavior, while boys appeared to have experienced no benefits. These findings highlight gender differences that seem to influence adolescents' ability to benefit from healthier neighborhood environments. Through our work on MTO, we have identified important (and overlapping) mechanisms we believe play key roles in influencing outcomes for youth: 1) the pressures children in high poverty neighborhoods face around sexual behavior; 2) gender differences in the ability to form healthy social networks; and 3) the violence and disorder which play an ever present role in the lives of these young people. This paper will review the MTO findings related to these mechanisms and present new research undertaken this year in a pilot study designed to explore these gender disparities. Based on a sample of families living in public housing in Washington, DC, the pilot used a limited number of focus groups and in-person interviews to speak with parents and youth about their neighborhoods, violence, dating and sex. This exploratory research offers lessons about how to discuss these topics effectively with adolescents and parents, as well as provides further evidence of the damage wrought by the pervasive violence and corrosive sexual atmosphere that exists in many high poverty communities.

### ***Promoting Community-Based Brownfields Redevelopment by Building the Capacity of Community Development Corporations***

Laura G. Solitare (Texas Southern University), Karen Lowrie (Rutgers University)

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Brownfields redevelopment is the process of cleaning up and redeveloping environmentally contaminated sites for uses ranging from ballfields to malls to housing. While there are continuous calls for more participatory planning in brownfields redevelopment, the evidence shows that it does not occur on a widespread-basis. Instead brownfields redevelopment is proceeding as a form of environmental risk management, which is a technocratic process. Although originally developed and funded as a program with outcome measures focused on environmental cleanup and job creation, brownfields redevelopment can be directly tied to broader community development goals in many ways. Cleanup and reuse of brownfields sites has the potential to improve the quality of life, remove blight, reduce environmental risk, and depending on the reuse, provide new community-oriented land use opportunities ranging from housing to mixed use space to recreational or passive greenspace. While traditional processes will continue and are appropriate for those properties with high market potential for example, there is room for another approach that will complement and expand the scope of current redevelopment activities to reach further into disadvantaged neighborhoods and be more inclusive and responsive to urban residents' needs. This study proposes an alternate model for



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redeveloping brownfields that is premised on the meaningful participation of community development corporations (CDCs). In our paper, we lay out what we call the "community-based" approach to brownfields redevelopment and we compare and contrast this with the "conventional" model of brownfields redevelopment. Next, we present a set of proposals designed to create the conditions necessary to increase the feasibility of implementing the new model. These include proposals for a model program to build CDC capacity, increased participation of CDC intermediaries, and stronger government incentives. We conclude with a discussion of the implications of the model for promoting democratic decision making, environmental justice and urban revitalization.

### ***Neighborhood Planning in a Community-University Partnership***

Janni Sorensen (University of North Carolina at Charlotte)

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This paper examines power disparities based on structural inequality and life experiences of partners in a longstanding university-community partnership. The research is about the partnerships between the University of Illinois' East St. Louis Action Research Project (ESLARP) and neighborhood-based groups in East St. Louis, Illinois. There are several different reasons why this research is needed; the central reasons based on my experience are: 1. To ensure the voices of marginalized groups are heard, 2. To include the everyday knowledge of residents into the plan-making process to create a viable and appropriate plan for the community it will impact, 3. To achieve individual and organizational empowerment of the participants in the planning process. This research was conducted in East St. Louis because it is the site of one of the nation's oldest and best established community-university partnerships, ESLARP. The city of East St. Louis is nearly all African American which raises many questions about structural inequality. The research involves comparison of two very different neighborhood organizations, that participated in the planning process; one with extensive experience and capacity and the other a newly formed and fragile organization. My work discusses who participates (roles of partners), and how this participation takes place (the process). This paper is a detailed analysis of a participatory planning process (the Empowerment model) applied by ESLARP in the development of neighborhood plans in East St. Louis, IL. The literature demonstrates a lack of resident voices in the reporting of experiences of partnerships. A step by step analysis, of how a planning process is experienced by community partners, addresses this by inserting the direct voices of community partners into the debate on how we do things in the partnership, such as establishing priorities and distribution of tasks. The paper draws from interviews I conducted with neighborhood residents and on participant observation over a period of 8 years.

### ***The Bold and the Bankable: How the Nuestro Barrio Telenovela Delivers Financial Literacy Content***



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Jonathan Spader (University of North Carolina at Chapel Hill), Janneke Ratcliffe (University of North Carolina at Chapel Hill), Peter Skillern (Community Reinvestment Association of North Carolina), Jorge Montoya (Sentient Research)

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The current landscape of financial education programs is dominated by a model in which financial content is conveyed through workbooks, classroom instruction, and individual counseling. This proposal presents an innovative approach to extending the reach of financial education. Specifically, it presents and evaluates *Nuestro Barrio*, a Spanish-language telenovela designed to reach Latino immigrants with financial education. The paper describes *Nuestro Barrio*'s educational model and unique delivery format, using empirical evaluation to examine the potential strengths and limitations of each. The evidence is consistent with *Nuestro Barrio*'s intended educational effects, suggesting that *Nuestro Barrio* is particularly useful as a tool for raising viewer awareness. These findings are used to inform financial education policy and outreach.

### ***San Diego: The Long-Term Effort to Change Form of Government***

Glen Sparrow (San Diego State University)

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Since the time when Pete Wilson was mayor, top elected officials in San Diego have attempted to formally change the power of the mayor while seeking ways to increase their resources through other means. In 2004, voters in the city approved the change. This paper examines the issues in the campaign, analyzes the election results, and examines the impact of change.

### ***Cultural Industries and Rapid Economic Development: The Case of Dong Ky Craft Village in Viet Nam***

James H. (Jim) Spencer (University of Hawaii at Manoa), Nguyen To Lang (Ha Noi Architecture University), Chihiro Ishii (University of Hawaii at Manoa)

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Viet Nam has been described as undergoing an "urban transition", an "economic transition," and an "agrarian transition". Whatever the disciplinary approach, Vietnamese society is currently undergoing a major shift in its social structure and institutions, its policy and economic orientation, and its demographic makeup. This paper will examine this transitional phase of Vietnamese society through the lens of a peri-urban area of Ha Noi. Dong Ky craft village is a production center of Bac Ninh province on the outskirts of the Ha Noi metropolitan area, and has a thriving small-scale industry in furniture production for sale throughout Northern and Southern Viet Nam, as well as major trading routes across the land border into southern China. This historic industry is currently enjoying a production boom that has led to improved livelihoods in the district, but which also have led to a number of policy and planning concerns



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related to land use and production, such as the threat of industrial zones for larger-scale production and the conversion of the craft industries into production based on cheap labor, securing land for housing and economic activities even as the region remains zoned for largely agricultural purposes, and the provision of affordable housing as the commuting range of Ha Noi begins to encroach on the village. This paper will use field visit data and secondary data to outline key challenges and planning decisions faced by local authorities as Viet Nam's urban transition incorporates the peri-urban areas into metropolitan economies.

### ***The Impact of In-Community Programs on Recidivism Rates: Four New Jersey Cases***

Meredith E. Staples (Rutgers University)

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The state of New Jersey reflects the national trend of dramatic increases of incarceration and the subsequent increases in the numbers of ex-offenders returning to society. From 1977 to 2000, the prison population of New Jersey quadrupled from 3,910 to 14,849. Correspondingly, recidivism rates have also dramatically increased in part because ex-offenders today are less prepared for re-entry into society and less connected to social structures critical to successful re-entry. By in large, ex-offenders face re-entry barriers in regards to employment, education, housing and mental and physical health. The burden of these needs has been mainly shouldered by city communities. For example, the New Jersey counties of Camden and Essex and in particular the cities of Camden and Newark received one third of New Jersey's ex-offenders in 2002. Efforts by these communities through community and nonprofit organizations in conjunction with government agencies (Probation and Parole) focus on providing ex-offenders support services (legal services, mentoring, family, child support, medical) employment and training opportunities and access to housing and drug and mental health treatment. In this paper, I will quantitatively evaluate four re-entry programs currently operating in New Jersey: FORGE, NexStep, Prison to Community and PRI in light of their ability to reduce the overall recidivism rates of their target populations. Each program addresses one or more of the aforementioned needs- education, housing, employment and support services, For instance, one part of my analyses will focus on comparing recidivism rates of female ex-offenders ? comparing those who are exposed to gender-specific parole supervision in the FORGE program and those who do not. Another aspect of my analyses will seek to uncover what factors in the substance and delivery of these services affect recidivism rates and to what degree. In addition to my quantitative analyses of these programs, I will also provide case narratives to help flesh out the impact of these programs.

### ***The Catalyst of Change: Hamilton's Downtown Transportation Network Facilitating Urban Renewal in the Downtown***

Jillian Stephen (City of Hamilton, Ontario), Natasha D'Souza (City of Hamilton)

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The City of Hamilton completed a Transportation Master Plan for the Downtown Area in 2001, and reviewed it in 2008. Since 2001, the Downtown Transportation Master Plan (DTMP) was a key piece in the ongoing revitalization of Hamilton's central core area. The DTMP provided a number of recommendations addressing all aspects of the transportation system including road networks, bicycle networks, pedestrian facilities, transit and parking. One of the corner stone elements of the plan was the recommendation to convert several major and minor streets from one-way to two-way operation. This presentation will discuss the Hamilton experience related to street conversions and the relationships with other downtown projects that contribute to the enhancement of the overall downtown core. Specifically, the presentation will consider various downtown initiatives that came together in concert under the review of the Downtown Transportation Master Plan. These initiatives include: ?The Transitional period following a street conversion/ Public perception ? safety issues associated with the two way conversions ?A sense of place ? urban renewal of civic structures, including involved the redesign of the Farmer's Market and the Central Library, both icons in the downtown ?A major arterial road leading into the downtown and creating a gateway ?Road closures to enhance the pedestrian experience at a historical, urban park ?The construction of a Multi-modal Transit Facility and re-routing of public transit.

### ***Planning and Designing Shared Space in a Contested City***

Kenneth Sterrett (The Queen's University, Belfast), Gavan Rafferty (The Queen's University, Belfast)

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This paper will explore the concept of shared space in the 'post-conflict' city of Belfast. More particularly, it will:

- examine what is meant by such terms as 'segregated space', 'neutral space' and 'shared space' and how these are manifest in the city.
- explore site specific research which looks at how different groups use the city and local neighbourhoods
- consider the role that urban planning and urban design can play in addressing issues relating to shared space; and
- appraise the changing governance context within which policy and practice in relation to 'shared space' is being developed.

This paper is based on research undertaken for Belfast City Council and for the Community Relations Council (Northern Ireland). The research identified two different approaches to dealing with the development of the city. One emphasised the need to move rapidly into a post-conflict scenario by diminishing the focus on the past. The belief here was that deliberating about the conflict only helped to give it and its protagonists prominence. Starting a new chapter meant to a



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large extent airbrushing out the old script. Concentration on a new city image, supported by an economic development agenda for post-industrialism and new landmark physical developments, would create a virtuous cycle that would see the remnants of conflict wither.

An alternative perspective counselled against this evasion. Without confronting the contested nature of space and social life in the city, there was little prospect of shifting from a managerial to a transformative approach. The shift had to be from a reactive to a proactive response. Moreover, since no one agency had either the authority or capacity to deliver an answer to the lack of shared space, a coordinated and cooperative partnership of all relevant agencies was essential.

### ***Neighborhood Policy in Baltimore: Why Several Theoretical Lenses Don't Focus***

Robert Stoker (George Washington University), Clarence Stone (George Washington University), Donn Worgs (Towson University)

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By most accounts policymaking processes in the modern state are heavily disaggregated into subsystems or networks around issues and areas of specialization. In a foundation work for pluralism, Dahl argued for the importance of variations in intensity of preference as a basis for dispersed inequalities. As he saw it, segments of the public directed their political energies into particular issues of direct concern and were largely indifferent toward other areas of policy. Baumgartner and Jones use the term "policy monopolies" to describe subsystems and see them as operating over significant periods of time but often vulnerable over the long haul in a pattern of punctuated equilibrium. Hecló called attention to a pattern he termed "policy networks," a term used in a broader sense by European scholars. Variations in theorizing point to possible variations in practice. In this paper we propose to re-examine relevant literature and consider a range of possible practices, from (1) relatively closed subsystems with stable memberships, shared understandings about the nature of policy problems and solutions, and a sense of common fate to (2) open arenas with shifting memberships, diverse views about problems and their solutions, and varying modes of operation. The question we tackle is about the conditions that contribute to a relatively stable and closed subsystem versus those that favor a more open and fluid arena. The Baltimore case serves as a source of illustration. We draw out some implications of the alternative patterns. In particular, we reflect on neighborhoods as policymaking units and try to identify the conditions under which neighborhood regeneration policymaking is likely to result in disaggregation into subsystems and networks and the conditions that make such outcomes unlikely. We conclude with an assessment of some of the current theoretical approaches and why they may apply only to selected conditions.

### ***Measuring Sustainability in Infrastructure: The Case of Philadelphia***

Robert J. Stokes (Drexel University), Richardson Dilworth (Drexel University)



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The 2007 Democratic mayoral primary in Philadelphia was notable among other reasons for being the first in the history of the city in which each candidate released a "green paper" describing their position on sustainability. As the term was used in the primary and general elections, it covered a broad array of policies, from increasing the funding for Fairmount Park to putting timers and motion detectors on the lights in city buildings. From the general standpoint of urban environmental advocacy these are all laudable policies yet they beg the question of how and for what purpose they make the city "sustainable." In the language of environmental policy, sustainability has come to embody a panoply of desires, preferences, goals, definitions, indicators, metrics, and measures. A term that comes to mean so many things runs the risk of ultimately meaning very little. An important challenge is thus to come to some rough consensus over what sustainability means at a given place and time, and to make that definition precise enough that it has real meaning and can be used to set policy goals related to the responsible use of natural resources. Our paper represents an initial attempt to define and measure sustainability for a single city and region, Philadelphia, over four policy areas: water, energy, transportation, and land use planning. Recognizing that the challenge is both a political one of reaching consensus among diverse stakeholders, and a technical one of defining meaningful and useful metrics, we report on the results of a survey and focus groups where we brought together 55 decision-makers and technically proficient personnel from government, industry, the nonprofit sector, and academia, in a structured dialogue that provided a first step toward a common definition and metrics. Through the survey and focus groups we collected a wealth of different suggestions for defining and measuring sustainability. Our paper synthesizes these findings to suggest a set of sustainability metrics for the region that rely on a common definition of sustainability, that are commensurable in terms of both scale and units of analysis, and which can be reasonably aggregated to provide relatively broad indicators. We then suggest steps for further research that will hopefully lead to new and usable regional sustainability indicators.

### ***Clarksdale HOPE VI: Creating Sustainable Communities and Improving Individual Wellbeing***

Ramona F. Stone (University of Louisville), Anita Barbee Cunningham (University of Louisville)

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This is a follow-up study of the HOPE VI revitalization of the Clarksdale neighborhood - located in the downtown area of Louisville, KY - focused on the changes that occurred in the residents' social, health, and economic characteristics due to the urban revitalization program and to their utilization of community support and family self-sufficiency services (CSS), made available through this program. This paper provides a) a follow-up quality-of-life profile of the former Clarksdale residents as compared to their baseline profile, and b) a description of the physical and socioeconomic situation of the areas where they have been relocated, and c) a description of the newly redeveloped (Liberty Green) area. In addition, we propose a multivariate analytical



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model to assess the relationship between individual socioeconomic and demographic characteristics, their CSS program participation, the characteristics of the neighborhood of residency, and the individual perceived overall health at follow-up. Data utilized for this study are: baseline and follow-up survey data (N=340), administrative data, which includes CSS participation information, and neighborhood level information, such as socioeconomic and crime data. We report on changes in the individual health and wellbeing, employment and education, CSS participation, perception of crime and safety, perception of built environment, sense of community, and interpersonal support, perception of relocation, and on the relationship of these indicators with each other. Results are compared with data on other HOPE VI national sites.

### ***The Use of Housing Choice Vouchers in Low Income Housing Tax Credits Developments***

Marta H. Strambi-Kramer (University of Florida)

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The Low Income Housing Tax Credit (LIHTC) program and the Housing Choice Voucher (HCV) program are currently the two major federal programs that target rental housing and rental assistance for low-income households. The LIHTC program offers private developers a financial incentive for the construction of affordable rental housing, while the HCV program provides tenants with a voucher they can use anywhere in the private market. Voucher recipients often rent apartments in tax credit developments. This paper assesses the use of vouchers within LIHTC developments in three Florida counties where the share of LIHTC units that receive vouchers is among the highest in the state: Alachua, Duval and Hillsborough counties. Is there a pattern in the way these programs are distributed across Census block groups in these Florida counties? Does the use of vouchers in LIHTC developments lead assisted families to live in areas not characterized by poverty and racial segregation? This study relies on Geographically Weighted Regression (GWR) to measure the influence of various socio-economic indicators of poverty and minority segregation on the availability and use of these rental assistance programs.

### ***Speaking Truth to Deaf Power: Teenagers as Empowered Stakeholders, Community Organizing, and the Seeds of a Social Movement***

Celina Su (Brooklyn College, CUNY)

Presenter's email:

The final paper presents a case study of Sistas and Brothas United (SBU), a community-organizing group comprised of high school students in the South Bronx working towards better schools. The study is based on the author's research during a fifteen-month period between May 2003 and July 2004. The research involved archival research and documentary analysis, 4 participant observation at group meetings and events, and semi-structured interviews with group leaders and participants. The paper chronicles the efforts of these young people as they worked



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towards education policy reform, focusing on the ways in which meaningful and empowering campaigns can allow students to reveal and assert how they value a good education. SBU is not a group of self-selected youth who value education more than their peers; it is a group of teenagers who most often join in order to feel accepted, and to participate in meaningful work. The paper explores how even as they become well versed in education policy, these teenagers often had difficulty in being taken seriously by policymakers. The ultimate stakeholders in policy debates regarding urban education, the students often had to prove themselves worthy of attention before getting it. The students found that it was difficult to rebut misconceptions about inner-city youth head on when they often lacked the tools for it. Still, a closer look at the findings from the SBU case shows that emotional support, political and analytical training, and connections can make a huge difference in the lives of inner-city teenagers. Such experiences, the case suggests, can help such young people forward positive, alternative visions of schooling to what they currently receive. Ultimately, this is a story about empowerment and disempowerment, and a look at some of the ways in which inner-city students, when they do become empowered, can better exhibit how they value education.

### ***Social Production of Art Districts in Globalizing Chinese City—A Case Study of Beijing 798: From Factory Warehouses to Urban Cultural Space***

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Keywords: Globalization, cultural competition, Chinese cities, art district, Lefebvre Culture becomes one of important driving forces to cities in globalization. World cities are competing with each other economically as well as culturally. Urban space becomes the product of cultural production and consumption. As a result, cities are creating better urban space to rebuild city image for citizens and tourists. Major Chinese cities, rising in importance as global nodes, have shown their potential in producing urban cultural spaces. The emergence of art districts over past 6 years is an example. This paper will use Lefebvre's 'the production of space' to analyze the process of spatial production of Beijing's most famous art district --- the 798 factory. The 798 factory was formerly a large state-owned enterprise built by the Russians in early 1959. In 2002, artists and cultural institutions began using the space for design and art purposes. Within a short time, it became a high end tourist place and attained global reputation as Beijing's SOHO district. In 2006, it was nominated by city government as creative industry base. During Beijing 2008 Olympic Games, it welcomed 10,000 tourists per day. Through analyzing the transition process from industry warehouse to art district, this case study will answer the question of how 798 Art District is socially produced. The analysis includes the driving force of transition ( government, market, social force), changing mode of production(industry production to space production), social relationships, everyday life of different social identity groups (artists, service, workers, tourists) such as usage of time and space. The case study of social production of 798 Art District in history reflects the urban transition from industry production to production of cultural space in Beijing. It leads to further



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discussion of cultural policy, manipulation strategy and urban design for urban cultural space in global cities.

### ***Models of Commercial Revival: The Role of Institutional Leaders***

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Among the multitude of revitalization strategies intent on producing livable and sustainable communities, only a select few intentionally incorporate neighborhood commercial revitalization, a central, yet under-explored, feature of viable communities. Generally speaking, the notion of commercial revitalization engenders vigorous public and political debate, yet its meaning remains elusive and rather simplistically examined within the literature. Researchers and policymakers increasingly describe resurgence of downtown retail in urban neighborhoods previously considered moribund and perilous areas to flee. Nevertheless, the factors animating commercial revival are implicitly assumed in most instances, yet conceptually and empirically underdeveloped.

This research begins from the premise that inaccurate and excessive use has weakened the understanding of the term commercial revitalization. Its broad application dilutes explanatory power and renders it another vague and highly subjective term for improvement. Commercial revitalization" is often invoked when characterizing varied, disparate commercial typologies - from the resurgence of downtown business resulting from corporate capital investment to the transformation of neighborhood "Main Streets" with promising independently-owned enterprises, "mom and pop" shops, and creative clusters. There has been a dearth of scholarly attention to distinctive factors distinguishing commercial revitalization from conventional business development, for instance.

The oft-cited top-down economic development approach is arguably the antithesis of commercial revitalization in its physical scale, resource allocation, and decision-making responsibilities. This paper re-conceptualizes the term commercial revitalization, and it analyzes the role of disparate institutional actors in directing the process of inner-city revival in three neighborhoods and types of commercial outcomes engendered.

### ***How Planning Engages Gender Violence: Evidence from Spain, Mexico and the US***

Elizabeth Sweet (University of Illinois Urbana Champaign), Sara Ortiz Escalante (University of Illinois at Urbana-Champaign)

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Gender violence is physical, sexual, psychological, or based on deprivation or neglect. It includes: intimate partner violence, family violence social and community violence (rape, genital mutilation, forced marriages, etc.), Workplace violence (Sexual discrimination, Sexual



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Harassment). It is a situation of abuse or control over another person, based on gender power and constructions of masculinities. In the contemporary context of urbanization, gender violence is on the rise. Planning education and practice increasingly have to think about how to incorporate understandings, prevention and response to gender violence. This paper first examines how planning literature engages gender violence and then we present evidence from three case studies: one in Barcelona Spain, one in Juarez Mexico and one in Chicago, Illinois. We provide three very distinct examples of how gender violence is being actualized in these three cities and how planning has responded. This paper draws on 10 weeks of field research in Barcelona during the summer of 2008 including over 30 interviews with public officials, community organizers and education officials, 2 years of data collection from Chicago from 2006-2008 working with domestic violence advocates, and two separate research trips to Juarez in 2004 and 2005. Selected Bibliography: Hum, Mo 2004 ?It as if you don't know, because you don't do anything about it?: gender and violence in El Salvador. *Environment and Urbanization*, 16(2): 63-72 Massolo, Alejandra 2004 *Genero y seguridad ciudadana: el Paperl y el reto de los gobiernos locals*. Wekerle, Gerda R. 1995 *From Refuge to Service Center: Neighborhoods That Support Women*. *Sociological Focus* 18(2): 79-95 Whitzman, Carolyn. 2004 ?Safer Cities, Gender Mainstreaming, and Human Rights? Whitzman, Carolyn 2007 *Stuck at the front door: gender, fear of crime and the challenge of creating safer space*. *Environment and Planning A* 2007 39: 2715-2732

### ***Neighborhood Versus Homeowner Associations: Alternative Pathways to Community Governance***

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The popular phrase of "maximum feasible participation" that came from the community development efforts of the 1960s has morphed into a myriad of different forms of civic participation over the years. Today, there is far less talk about maximum feasible participation as envisioned by activists in the 1960s and far more concern about increased social isolation of citizens; more bowling alone, to paraphrase Putnam's popular work. At the same time, there has been a backlash in the public administration literature against the tenets of the New Public Management regarding the appropriate role of citizens, and local administrators are now increasingly interested in public servants capable of integrating citizen participation into their public work. The question remains: how? This research examines the role of two fundamental forms of community involvement organizations through which many citizens express their civic participation: neighborhood and homeowner associations. Using a political economies framework, this paper examines the efficacy of these organization types as governance vehicles in urban areas. The primary hypothesis is that organizations with mandatory membership requirements (i.e., homeowner associations) are able to overcome free-riding tendencies characteristic of voluntary neighborhood associations in addressing community needs and organizational activities. Using survey data from over 400 neighborhood and homeowner



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associations in Indianapolis (IN), Dayton (OH), and Charlotte (NC), the paper evaluates this hypothesis, while controlling for an array of structural and community characteristics. Results indicate systemic differences related to services provided by the organization, budget (size and flexibility), and extent of resident participation. The paper examines the implications of the differences in the context of identifying institutional options for local governments to integrate such organizations into a formal governance role.

### ***The Consequences of Diversity: Race and Class Cleavages in Mixed-Income Neighborhoods***

Laura Tach (Harvard University)

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The landscape of urban poverty has changed dramatically over the past two decades, as governments and developers tore down public housing projects in high poverty neighborhoods nationwide and replaced them with mixed income housing. Mixed income housing developments vary widely in their mix of incomes, tenure types, and races, but most research to date consists of single-site case studies that make it difficult to draw inferences about how variation in income and racial mix influence residents' interactions. In this study, I conduct in-depth interviews and systematic neighborhood observation in four Boston neighborhoods that became more economically diverse but differ in their racial composition and the type of housing redevelopment that occurred. In particular, I study two black low income neighborhoods that became mixed income, one that remained almost completely black and one that became more racially diverse. I also study two white working class neighborhoods that became mixed income, one that remained almost completely white and one that became more racially diverse. Using the data collected in these four neighborhoods, I will examine: a) how residents of different economic statuses and racial groups perceive, interpret, and utilize their neighborhoods, b) the relative influence of racial and economic change on neighborhood social dynamics, c) the conditions under which inter-race and inter-class trust and cooperation are most likely to occur, and d) whether (and how) the type of housing policies implemented to promote mixed-income development influence neighborhood social dynamics.

### ***Capturing Space and Place: Urban Form and MTO Outcomes in Chicago***

Emily Talen (Arizona State University), Julia Koschinsky (Arizona State University)

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This paper aims to advance the understanding and measurement of space and place in research on the geography of poverty and opportunity. We analyze resident outcomes from the federal Moving to Opportunity (MTO) experiment in relation to an overlooked aspect in existing MTO research: The role of urban form, i.e. the spatial and built environment characteristics of neighborhoods. The research question is whether an improvement in resident outcomes in



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Chicago is associated with characteristics such as accessibility of amenities, services and facilities, density, land use mix, street design or pedestrian orientation. The hypothesis to be tested is that these factors contribute to the explanation of why some outcomes of movers to low-poverty neighborhoods improved less than expected and why some residents moved back to higher-poverty neighborhoods. Data from HUD's Restricted Access Tier 1 Dataset will be correlated with planning data for the city of Chicago. Beyond the case of Chicago, this paper seeks to advance the conceptualization and measurement of space and place in regards to "poverty neighborhoods" and "opportunity neighborhoods" beyond socio-demographic characteristics.

### ***Nonprofit Boards of Directors and Lobbying: Are We Allowed to Do That?***

Jocelyn Taliaferro (North Carolina State University)

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The goal of this research is to qualitatively explore the role, function, attitudes, behaviors, & beliefs about lobbying and social welfare and social justice nonprofit boards. Focus groups and telephone interviews were conducted with 53 nonprofit leaders. The findings suggest that nonprofit leaders understand the need for lobbying but barriers included fear, lack of resources, and a dearth of knowledge about nonprofit lobbying laws. Board members experienced ambiguity about the process and executive directors often "managed" the board's activities. However, boards have opportunities to engage in the relationship-building and capacity-enhancing to promote social justice using lobbying as a strategy.

### ***Measuring the Sustainability of Cities: A Survey-Based Analysis of the Use of Local Indicators***

Georges A. Tanguay (Université du Québec à Montréal), Jean-François Lefebvre (Université du Québec à Montréal), Juste Rajaonson (Université du Québec à Montréal), Paul Lanoie (HEC Montréal)

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The use of sustainable development indicators (SDI) at the local level is very widespread throughout the world. Moreover, one of the most current applications consists in comparing cities and in particular, to support the decision-making process of municipal administrations. Thus the decisions and policies will be clearly influenced by the indicators which are going to be implemented. It is thus important to know where we stand today with the development of SDI. In this article, we give a progress report on SDI and present a critical analysis of some of the current practices of SDI. We analyze the indicators used in 17 studies for various countries, provinces states. We show the very weak consensus as for the choices, the number and the methods of SDI. Indeed, among the 17 listed studies, we counted more than 188 different indicators of sustainable development (SDI) where 135 indicators (72%) are considered only



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once or twice. Our observations of these experiments lead us to suggest measures likely to help in a framing approach which would select SDI and apply them at a local scale, of which the use of a selection of criteria (such as the SMART approach) and of a conceptual framework.

### ***The Cuban Model of Neighborhood Development: Lessons for the Regeneration of Inner City Communities in the United States***

Henry L. Taylor (University at Buffalo)

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This paper focuses on a study of the Cuban Model of Neighborhood Development, and the applicability of that model to neighborhood regeneration in the United States. Based on an extensive study of neighborhood life and culture in Havana, Cuba, this paper discusses the Cubans Social Function Model of Neighborhood Development. This model is a holistic one, which is based on the notion that neighborhoods are the building blocks of society because they are the most basic sociospatial unit in the urban metropolis. Against this backdrop, the resulting community development scheme focuses on imbuing neighborhoods with participatory democracy and developing them at four interactive levels: social, physical, economic, and political. Social organization and development, operating within the context of hyper residential stability, is the foundation upon which the Cubans base their strategy of neighborhood regeneration. The Cuban approach to neighborhood development not only explains the sustainability of that society, but also provides significant insight into the remarkable success of their health care program, primary schools, and system of disaster preparedness. Although Cuban neighborhood development takes places in a socioeconomic system fundamentally different from our own, this study suggests that the principles informing the Social Function model can nevertheless guide community development in the United States.

### ***Canadian Urban Politics: A “Black Hole” Orbiting a “Black Hole”?***

Zack Taylor (University of Toronto), Gabriel Eidelman (University of Toronto)

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This paper supplements and enriches Judd (2005) and Sapotichne et al.'s (2007) controversial diagnosis of a disconnection between “mainstream” political science and the study of urban politics in the United States (Liu 2008) by suggesting that Canadian urban political science scholarship suffers -- doubly -- from similar pathologies. The long-term insulation of the Canadian discipline from American political science is well known; Canadian urban politics, historically at least, is further removed from both. This situation might be characterized, tongue-in-cheek, as one “black hole” orbiting another. As part of a larger project reviewing the state of Canadian urban political science, we evaluate the Canadian discipline in comparison to its American counterpart, positing and appraising various hypotheses that may explain the relative marginality of (sub)field. For example, might the marginality of Canadian urban politics be the



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result of a distinctly Canadian approach to urban political science, or political science in general (Vipond 2008)? Or do differences in geography, demography, economics, and the political, cultural, and institutional makeup of Canadian cities necessarily distinguish Canadian from American urban politics (Goldberg & Mercer 1986; Garber & Imbroscio 1996)? Three explanations are advanced: (1) Institutional: Canadian urban political science is marginalized not because there are too few interested scholars -- as could be argued in the American case -- but rather because interested faculty are so thinly dispersed across university departments. (2) Epistemological: Unlike the US experience, students of Canadian politics, and especially federalism scholars, have been predisposed to ignore local government and urban politics. (3) Ontological: Canadian cities are fundamentally different from American cities in important respects -- though this may be changing.

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### ***Analyzing the Network Structure of Nonprofit Organizations Addressing Youth Violence in a Mid-South Metropolitan Area***

Eric Tesdahl (Vanderbilt University), Doug Perkins (Vanderbilt University), Kimberly Bess (Vanderbilt University), Paul Speer (Vanderbilt University)

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Why have both public and nonprofit programs to reduce urban youth violence so often failed? We take an ecological, multi-systemic, social network approach to analyzing what such programs do and how they collaborate or remain organizationally isolated. Child and adolescent behavior is influenced by, not only family, peers, and school, but also by a great array of public agencies, human services, and faith-based and other community organizations, which engage youth in activities aimed to reduce or prevent violence. The use of social network analysis methodology to study these agencies and organizations allows for an understanding of the structures of community organizational and leader networks and how these relate to community readiness to effectively engage in strategies to promote youth safety. This paper examines first-year results from a three year longitudinal study to monitor change in the network of



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organizations addressing youth violence in the urban areas of Nashville, TN. Initial findings have revealed noteworthy differences in network position by type of organization, as well as significant differences in the structure of organizational networks focused on specific strategies for youth violence prevention, such as advocacy, information sharing, or program delivery. We will discuss the implications of this analysis for efforts to help local agencies and organizations collaborate and affect local policy change to reduce youth violence.

### ***Who Are the Hard to House: A Look at Public Housing Residents in Chicago***

Brett Theodos (The Urban Institute), Susan J. Popkin (The Urban Institute)

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Public housing serves as the housing of last resort for many individuals and families ? currently housing 2.3 million Americans. Long associated with images of severe poverty, crime, poor management, and racial concentration, a more positive chapter has been written in the past of 15 years, with the Federal government investing \$6.7 billion through the HOPE VI program. Physical structures in many communities have changed dramatically as a result of HOPE VI: many of the most distressed developments have been demolished or rehabilitated. But HOPE VI was never intended as merely a building intervention; it also sought to improve the social and economic conditions of residents and their surrounding neighborhoods. And studies have demonstrated that residents who relocated from these distressed developments have indeed benefited in important ways. Yet, for HOPE VI?s successes in transforming places and livelihoods, many residents have been left behind and remain deeply troubled. These ?hard to house? families face numerous, complex challenges that create barriers to their ability to move toward self-sufficiency or even sustain stable housing. In an innovative demonstration project, service providers in Chicago, are providing ?hard to house? residents from two Chicago Housing Authority developments with intensive family case management services, long-term support, enhanced relocation services, workforce strategies, and financial literacy training with the ultimate goal of helping these vulnerable families maintain safe and stable housing. This research, part of an effort to evaluate that demonstration, establishes baseline criteria for determining which attributes classify residents as ?hard to house?, as well as documenting which barriers are most prevalent. It assesses the demonstration participants in light of these criteria, using descriptive and predictive techniques, to develop a typology of residents. This typology will assist service providers in effectively targeting interventions to ?hard to house? families.

### ***“I hate it when people treat me like a fxxx-up”: Phony Theories, Segregated Schools and the Culture of Aspiration among African American and Latino Teenagers***

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Challenging the recent consensus that young Blacks and Latinos lack the motivation and values necessary to succeed academically, this paper foregrounds the perspectives of Black and Latino high school students on the value and nature of their own education. The basis of the research is a collection of journal writings taken from four U.S. History classes the author co-taught at the Fremont High School in South Los Angeles during the school year 2003-2004.

The paper looks at how young people write about their goals and aspirations, about good teaching and the use of testing, and about the structures of schooling today. The findings demonstrate how profoundly students value education, how deeply they wish to be successful academically, and how much they hope to make their families proud. By interweaving students' beliefs and values with an analysis of the schooling they are given, the paper highlights the ways students are expected to be responsible (about attending school, doing their homework, making plans for college) even when the school does not have to demonstrate an equal level of responsibility (in providing adequate classes and ample and excellent materials, clean bathrooms, sufficient college counselors, and a productive learning environment). The findings suggest that the overwhelming focus on goals, hard work, and individualism is taken up by students themselves—as they are quick to blame themselves and narrate their talents through a frame that holds them (and often only them) responsible for the quality and success of their schooling. Placed in a larger political economy of unequal school funding, however, the public focus on “poor values,” in fact, is more revealing of the educational inequities that still flourish in this country than of the character of young people.

### ***Environmental Regulations and the Diffusion of Green Technologies: Characteristics of Early Adopters in the Dry Cleaning Industry in Southern California***

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Scientific research has linked environmental pollution emitted from firms and industries to negative health effects in humans. Accordingly, federal, state, and local governments have implemented environmental regulations that encourage or require industries to adopt “green” technologies that reduce environmental pollution. In 2002, the South Coast Air Quality Management District (AQMD) implemented Rule 1421 in an attempt to reduce the health risks associated with perchloroethylene, a chemical used by most dry cleaners. Epidemiological studies have linked perchloroethylene exposure to cancer in dry cleaning workers and local residents. Rule 1421 requires dry cleaning firms in Southern California to adopt an alternative technology to perchloroethylene when starting a new business, purchasing new equipment, or when their perchloroethylene equipment reaches the end of its useful life. By 2020, all dry cleaners in the region will be required to adopt an alternative.

In this paper we examine the diffusion of green technologies in the dry cleaning industry in Southern California in response to AQMD regulations. Technology diffusion is defined as the



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process by which new technologies displace, or substitute for, existing technologies. We attempt to identify the factors that influence the probability that a dry cleaner in the region will adopt an alternative technology to perchloroethylene early in response to Rule 1421. Using multivariate techniques to analyze data on neighborhood and firm characteristics, we found that early adoption was influenced by a number of factors, including adjustment costs, firm size, and spatial factors. A challenge for policy makers is to mitigate barriers to the diffusion process so the full benefits of environmental regulations can be realized.

### ***Explaining Unanticipated Success: The Case of Lead Poisoning in Detroit***

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Detroit has the third highest incidence of lead poisoning of young children in the United States, but that problem is rapidly diminishing. From 2000 to 2007 the number of lead poisoned children in Detroit declined from 5,300 to 1,100. The reasons for the decline are far from fully understood. Without an explanation, it is uncertain whether this decline can be sustained or replicated elsewhere. This case study seeks to account for this unexpected success. The authors have obtained enumerations of childhood lead poisoning cases and instances of service provision. We have also gathered Census and postal service data enumerating demographic processes such as population change, housing abandonment and demolition. We use these data to explore the hypothesis that the decline in lead poisoning results from services versus demographic processes such as housing abandonment. Preliminary data demonstrate that some interventions (500 abatements across 6 years) were too small to account for the decline, while at the same time it is clear that other processes, such as visits by health department employees and housing abandonment, are large enough (5,000 homes abandoned per year) to account for the change. The data tend to indicate abandonments and lead poisoning are associated. Our findings are consistent with a theory that areas of housing abandonment is intensified in the areas of largest decline in lead poisoning. We speculate that these processes may be accelerated by publicity and health department visits, which, in turn, facilitate processes of parental choice.

### ***Public Attitudes toward Affordable Housing: How Perceptions of Race and Poverty Influence Views***

Rosie Tighe (University of Texas at Austin)

The development of affordable housing often involves a contentious siting process. Proposed housing developments frequently trigger concern among neighbors and community groups about potential negative impacts on neighborhood quality of life and property values. Advocates, developers, and researchers have long suspected that some of these concerns stem from racial or class prejudice, yet these assumptions have not been measured empirically. My research seeks to examine the roles that perceptions of race and class play in shaping opinions that



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underlie public opposition to affordable housing. The results provide advocates, planners, developers, and researchers with a more accurate portrayal of affordable housing opposition, thereby allowing the response to be shaped in a more appropriate manner. If concerns about property values and crime are simply masking negative views toward minorities and the poor, community outreach and education efforts will fail to resonate with the public.

Opposition to affordable housing is often labeled “Not in my Backyard” (NIMBY). This term implies that those who oppose its construction agree with the need for such housing, but simply do not want it built near them. This type of response is widely assumed to be based primarily in self-interest. Concerns such as loss of property value, increased crime, unsightly design, and poor management are those most often voiced when affordable housing is proposed. In response to these concerns, considerable time and money has been committed by housing researchers to study the evidence to support or refute claims by neighbors. For the most part, the research evidence demonstrates that well-managed housing that fits the scale of the neighborhood seldom produces the negative impacts mentioned above. Despite this evidence, neighborhood opposition continues to be a major barrier to the successful development of affordable housing.

In order to address the gaps in our current knowledge of affordable housing attitudes, I pose the following questions:

1. How do public attitudes toward minorities shape the propensity for individuals to oppose affordable housing? 2. How do public attitudes toward the poor shape the propensity for individuals oppose affordable housing? 3. What is the role of ideology in shaping attitudes toward the poor, toward minorities, and toward affordable housing?

In the proposed UAA session and paper, I will share the results from a national survey I recently implemented, as well as focus group results. This mixed-methods approach provides a rich understanding of the underlying attitudes that trigger opposition to affordable housing when it is proposed nearby. Results from the survey demonstrate that stereotypes and perceptions of the poor and minorities are particularly strong determinants of such views. This research improves our understanding of how public attitudes toward affordable housing attitudes are shaped, leading to a more focused and appropriate response when such opposition arises.

### ***Trends in Minority Suburbanization in American Metropolitan Areas, 1970 to 2000***

Jeffrey M. Timberlake (University of Cincinnati), Aaron J. Howell (University of Cincinnati),  
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In this paper we examine trends from 1970 to 2000 in rates of minority suburbanization in American metropolitan areas (MAs). We use census data and Hierarchical Linear Modeling techniques to estimate levels and determinants of suburbanization for non-Hispanic blacks and Asians and Hispanics of all races in 2000, as well as change from 1970 to 2000. We test two



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hypotheses regarding the causes of variation in minority suburbanization: that variation is related to the socioeconomic characteristics of minorities, and that variation is related to the relative supply of housing in the suburbs. Our findings indicate that minority suburbanization has been driven largely by changes in the U.S. housing market?principally the rapid increase in suburban housing stock during the period under consideration. However, we also find that rates of minority suburbanization in 2000 and rates of change from 1970 to 2000 are strongly related to levels of suburbanization in 1970.

### ***Community, Again? Sustaining Life outside of Home and Work in a Neighborhood Fighting against Environmental Injustices***

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Community design has been used as an umbrella term for community participation techniques, which aim to include people who will be affected by the decisions in the decision making processes. In urban planning practices, this approach has been particularly popular. This paper reports another community design project, in which, once again, the value of local knowledge was demonstrated. The purpose of the project was to involve community members in the process of planning for redevelopment of an industrial site in Pacoima, which is located in the northeast San Fernando Valley in the City of Los Angeles. Total of 339 interviews were conducted during the week before the community workshop. The results of the community workshop and the interviews showed that the most valued aspect of the neighborhood is the presence of a tight-knit community, despite the problems associated with criminal activities. The interview results also indicated that time spent outside of work and home was to meet with friends and neighbors in addition to going to movies, shopping and restaurants. However, due to the lack of those facilities in Pacoima, more than half of the time residents of Pacoima had to go to other parts of the city. This project was intended to be a first step of a long term plan to ease the adverse effects of the industrial uses located adjacent to residential areas in Pacoima. By generating evidence based proposals for redevelopment of industrial sites, which have the potential to be relocated, the long term purpose is to initiate a process to increase the amount of public open spaces in Pacoima. This project, as the first step, has established the evidence for need of public open spaces in addition to other uses in the area.

### ***Conceptualizing the Relationship between Urban Politics and Global Environmental Politics***

Noah J. Toly (Wheaton College)

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Globalization is a profoundly territorial process. And with more than 50% of the world's population dwelling in urban areas, cities are among the most significant sites for the



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territorialization of global politics. At the same time, we witness the globalization of urban politics, as the extra-territorial ambitions of urban politics generate various ex situ urbanisms. The paper to be presented is concerned with the intersection of these movements?centripetal and centrifugal aspects of what Appadurai describes as the ?physics of globalization??in environmental politics. The paper conceptualizes the presence and influence of the city in global environmental politics as 1) the global political economy of urban political ecology and 2) the urban political economy of global political ecology. Such a conceptualization attends to issues of both sustainability and environmental justice, examining both in situ and ex situ urbanism in a world witnessing the simultaneous globalization of urban environmental concerns and urbanization of global environmental concerns.

### ***Decentralizing Decision Making in Complex Religious Organizations***

Mark Tranel (University of Missouri-St. Louis)

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The proposed paper will examine the evolving strategic planning process in a regional religious organization as it addresses the issue of maintaining neighborhood-based private education. Parochial schools are a long standing tradition with Catholic parishes in the United States. They play a dual role in neighborhoods in transition, serving the basic function of providing education, but also a marketing function to attract and retain young families. The Catholic Archdiocese of St. Louis in 2004 used the services of a professional consultant and stakeholder engagement to conduct a strategic planning process in its Northeast Deanery. While the resulting plan closed 11 parishes and 3 schools, the vision was that the remaining and reconfigured parishes and schools would be viable for at least 10 years. Within 18 months of implementing the plan it became apparent there was a major problem with the viability of a number of the schools. An ad hoc committee was formed to grapple with complex issues including finances, mission, and decision making. This is especially difficult in a structure of multiple organizational units (parishes/schools) that are technically independent but are practically interdependent because of the environmental circumstances surrounding them. Although the Archdiocese has professed a commitment to sustaining parochial education it is, however, neither directing nor interfering in the strategic planning for education. The 2004 strategic planning process democratized information but largely retained decision making in the church hierarchy. The proposed paper will document how the new strategic planning process developed when left to local decision making; the adoption of appreciative inquiry as a methodology for both making decisions and engaging the community in the process; and, the impact on the local community of continual organizational restructuring.

### ***Humanizing Quebec City: urban conflicts as agents of human development?***

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In a context of globalization and expansion of pluralistic societies, social conflicts that take place in urban areas are increasing, if not in number, at least in intensity. One reason for this is because of the divergent interests brought by a multitude of urban actors. New territorial dynamics restructure urban environments. Metropolisation processes potentially undermine local democracy by broadening the social space of citizens who now have to face more complex stakes. Urban citizenship is one such crucial issue. These phenomena and the social conflicts they provoke are testing democracy. They materialize the "right to the city" claimed by citizens of all socioeconomic status and territorial backgrounds. This research is based on the assumption that the democratic enlargement inherent to the transition from the concept of government to the notion of governance is a vector of human development. It raises the question of the existing links between social conflicts, urban activism and attempts at humanizing the city. To what extent does conflict activity in contemporary cities shed light on the question of humanisation of cities and, more broadly, on the question of human development? This process of humanization occurs in many ways: wider political participation, improved accessibility to institutions and positions of power, considering the needs of these groups in urban planning and management and democratization of urban structures to make them less exclusive and hence more egalitarian. By using quantitative methods, such as statistical modelling, we analyze more than 2000 urban conflicts that took place in Quebec metropolitan area between 1965 and 2000. We try to give some answers to questions previously asked and to shed light on the links between new practices in urban governance, which reflect a significant change in the exercise of power, and two fields privileged in the exercise of democracy: urban citizenship and conflict activity.

### ***Partnership Structures in Local Economic Development***

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Using a network analysis is an important way of understanding the nature of collaborative partnerships in local community economic development (CED). There is a great supply of literature that looks at community capacity building, partnership and engagement, and how Universities engage as community partners. While the consensus is that partnerships are useful and the normative standard, the research does not always specify how that partnership should come together or what the specific outputs of that partnership will be in terms of power and leverage. This paper takes another step forward in understanding how partnerships are structured specific to engaging in urban economic development and how the dynamics of community power are affected. Partnerships in economic development are often described as public/private or private/public relationships. The limitation of this approach is that it dichotomizes the participants leaving subgroups to fend for position within either the public or the private realm. A network approach allows for multiple levels of engagement and positioning of groups within a larger partnership framework. A network analysis of this partnership allows us to see the interrelationships that drive the partnership and where leverage and positioning is



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possible (see Provan et al., 2005). This paper describes the process of building a community partnership to embrace an economic development database and launch it as an important CED tool. The paper uses a network analysis framework to understand the implications of the steps taken to create roles and responsibilities of the participants, how the new relationships are likely to create power to engage in CED, and how this new partnership is formed (based in network). The case is based in Kansas City, Missouri and occurred from 2006-2008.

### ***Pressures from All Sides: A Genealogy of Policies for the Danube Delta***

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In this paper, we focus on the formation of knowledge and policy regarding the Danube Delta, next on the question of implementation. The more actors involved in policy-making, the harder the coordination becomes. In the case of the Danube, tensions are unavoidable. In the case of the Danube Delta, they are unavoidably higher, given the impact of events and policies upstream. Therefore, the quality of policymaking and implementation upstream is crucial to the qualities of the Delta, and the decision-making for the Delta itself tends to become highly complex, if the tasks at hand are taken seriously. The city of Sulina, in the Delta, is submitted to all these pressures, and should be studied in that context. Spatial planning, we argue, is the best tool, the most comprehensive one, to integrate various existing and new policies, international, national and regional policies and goals into a site-specific package. Currently, there is in Romania a high degree of awareness of the special tasks the Delta poses the government. Yet, many issues still remain. We will try to analyze some of the issues of policy coordination and implementation specific to the Delta and its institutional arrangement, with special attention to the city of Sulina. Theoretically, Michel Foucault informs us in the analysis of the interweaving of knowledge, policies and power. The research is based on interviews in Romania, in 2003, 2006, 2007, interviews with relevant actors in Holland, Belgium, Germany, Austria in 2008, and discourse analysis of policy documents and plans.

### ***Competitive or Sustainable Cities? Urban Renewal and International Activities of Cities in a Rescaled Statehood***

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There is increasing research interest in the role of local governments within a globalized world. The rescaling approach predicts a strengthening of urban areas due to their increased importance for economic growth. There are, however, different points of view on the political capacity of city governments to steer this development. Some scholars (Swyngedouw, Moulaert) see this tendency as an opportunity to overcome the hollowing-out of the national



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state and as to reinforce local government. Others (Brenner, Hall and Hubbart) argue that there is increased inter-urban competition, which forces urban governments to apply market-oriented strategies, leading to a reduced steering capacity of urban governments.

Looking first at the economically struggling city of Berlin, we analyze the inward oriented politics of its housing sector and show that the city is increasingly under pressure to fulfill the wishes of global real estate investors. Second, we analyze the international activities of the city of Stuttgart, an economic powerhouse that is trying to alter its position in a global market by establishing alliances with other cities through international activities. The analysis, which is based on more than 30 interviews with policy makers, shows that, within both policy areas, the local state is under the pressure of international economic competition while trying to achieve socially coherent urban development. We conclude that cities, economically struggling or not, act in congruence with a policy of urban entrepreneurialism – if it concerns their international activities or their regeneration developments. There is a clear tendency towards increased international inter-urban competition and towards pressure for market-oriented policies on the urban scale.

### ***Three-of-a-kind: housing choice, neighbourhood selection and neighbourhood effects***

Wenda van der Laan Bouma-Doff (Delft University of Technology)

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In order to understand 'neighbourhood effects', one should first consider how a person is selected into a particular neighbourhood. The way that processes within the neighbourhood impede on individual life chances is, after all, strongly related to the processes that induce individuals to settle in a particular area - how they sort themselves and are being sorted. Choices that households make or have made in the past, are related to their social position and their 'exposure' to neighbourhood effects. There is, thus, a reciprocal causality between social position, housing choice and place of residence. The social position of individuals affects their (future) housing choices and consequently affects spatial patterns of inequality, and, reversely, where one lives might influence ones social position. Remarkably enough, however, studies on residential mobility and housing choice, and studies on segregation patterns and neighbourhoods effects have each pretty much charted their own course. This paper aims to link these various research fields together by focussing on neighbourhood effects through processes of housing choice and neighbourhood selection.

### ***Contextualizing Mixed Income Housing Development: The Case of Amsterdam as an "Undivided City"***

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In the city of Amsterdam (The Netherlands) there is a broad coalition which supports the 'undivided city'. Accessibility to all city districts for different income groups is supported by both municipal government and private non-profit housing associations. New construction is characterized by mixed income developments and urban renewal takes place in both pre war and post war neighborhoods. This paper initially places the Amsterdam case within the framework of international literature on the use of mixed income development. We then turn to an examination of mixed income development policy in The Netherlands and Amsterdam specifically. The paper examines mixed income development on the metropolitan, municipal, district and project level. At the metropolitan level the accessibility of the housing stock for lower income groups is guaranteed by a regional system of housing distribution. In post war areas like the Western garden cities and the Bijlmermeer urban renewal takes place. As a result, neighborhoods with 100 % social housing change into mixed tenure areas. The ideology of tenure mix is also carried out at the project level. Housing construction in Amsterdam is usually 70% market and 30% social housing. Many projects in new construction have a comparable differentiation within the project or even the building. Quality levels of new social housing are often comparable to new owner occupied housing. What are the implications for thinking about mixed income development as a policy strategy? The Amsterdam experience shows that there are positive effects of mixed income development such as increased neighborhood satisfaction. However mixed income development is not a panacea for neighborhood problems. Critics note that mixed income development does not seem to lead to increased social cohesion. Nor does it result in improvement of the socio-economic position of the inhabitants. In Amsterdam, the rationale behind mixed income policy is not necessarily social cohesion, but rather, accessibility and choice in the housing market. In addition the policy is aimed at socio-economic mix, not necessarily ethnic mix. Our conclusion is that mixed income development can promote some housing policy goals, but must be assessed within the broader context of social policy goals to identify its promise and limitations.

### ***The Battle against Poverty Concentrations: Effects of Urban Restructuring Policies in the Netherlands***

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Spatial concentrations of urban poverty are generally unwanted, because of presumed negative consequences in terms of, for example, social contacts, social capital, safety, and labor market opportunities. Because of these negative associations, policies in Western countries are often aimed at breaking these concentrations. In the USA these kinds of policies are often aimed at providing poor people better opportunities in other, less poor, neighborhoods. In most Western European countries policies seem to be more focused on improving the concentration area itself, while improvement of the social and social-economic position of individuals is, until now, only secondary. If these policies are successful, still remains to be seen. Various evaluations of the USA policies show mixed results. On the basis of a survey carried out in restructuring areas



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in six cities in the Netherlands we also arrive at a mixed evaluation: some results are positive, but some results clearly do not meet the policy makers' expectations. This raises questions about the expectations themselves and about the effectiveness of the policies. In the paper we will show these mixed results and try to give explanations for them. At the end of the paper we will discuss the usefulness of combating poverty concentrations in general and more specifically the effectiveness of the USA and European approach.

### ***The Accumulation of Rotterdam Neighborhood Approaches***

Julien van Ostaijen (Tilburg University)

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Rotterdam is the second largest city of the Netherlands and known for 'leading the bad [Dutch] lists', referring among others to low levels of employment and safety. The city government of Rotterdam is determined to adequately deal with these problems and the last decade several 'neighbourhood approaches' have followed each other up quite rapidly. How do these approaches reach the neighbourhood? And in what way do they deal with the problems in some of the city's most deprived neighbourhoods? Is it an accumulation of policy initiatives or the same approach repeated all over again? This research is part of a larger collaboration to compare neighbourhood approaches in 19 European and north American cities, known as the Regenerating Urban Neighbourhoods (RUN) project. The aim of that project is to provide a better understanding of the politics of a particular kind of policy intervention, one that involves sub-city residential areas experiencing distress.

### ***Perpetuating Inequality Through the Production of Low-income Housing in the Dallas Metroplex***

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New regional growth may perpetuate social and economic inequalities caused by uneven urban development, or may reverse these trends by expanding housing options that make possible the dispersal of lower-income households among suburban areas offering better social, economic, and educational opportunities. Supply-side housing approaches can facilitate a more equitable redistribution of housing options. In this research, we examine the role of the Low-Income Housing Tax Credit (LIHTC) program in expanding the geography of opportunity in one fast-growing region—The Dallas/Ft. Worth Metroplex. Findings suggest that although LIHTC developments are penetrating the suburbs, they are not expanding opportunities for these households. Just under half of LIHTC units are found in highly clustered areas characterized by high poverty rates, minority concentrations, poor educational opportunities, and high crime. The remaining units are dispersed in areas with average conditions. Suggestions are made for altering program guidelines to achieve better dispersal, income-mixing, and regional distribution.



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### ***Integrating into the Community: Understanding Disability in Chicagoland***

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The disability community has a long history of oppression and marginalization in its effort to access services, jobs, equal treatment, and housing that is least restrictive, integrated, affordable and accessible. Housing policy in the US has created programs that marginalize and segregate low-income individuals into a few communities (as evidenced by recent American Community Survey data for the region) while at the same time providing fewer resources for the provision of affordable housing. People with disabilities are not only competing with non-disabled people for affordable housing, they are also facing the double challenge of finding housing that is accessible, integrated, and affordable; this is compounded by federal policy that favors institutional placements and segregated housing over independent living with appropriate support services. Current research on people with disabilities focuses on discrimination in gaining access to housing but it does not provide for the rich understanding of what members of this population experience when trying to find accessible, affordable, integrated housing and what necessary features are needed to continue to live in the community. To better understand user challenges, I employ qualitative analysis of data / information gathered through key informant interviews with housing and social service providers and focus groups of people with disabilities in the Chicagoland area (Illinois) completed with support from a HUD grant in the fall-winter, 2008. These data will be used to develop case studies of experiences by disability type (physical, cognitive and mentally ill) that will then be used to discuss the social, political, and economic factors that limit and even prevent integration of people with disabilities in many of Chicago's communities, and identify potential changes in policy and programs that might change these conditions.

### ***Planning Sustainable Growth. An Examination of Two Central Texas Cities***

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At the turn of the century, Chicago visionaries like Daniel Burnham put forward the message that the "well-designed" city should be comprehensively planned, and the "well-planned" city should enable sustainable growth. But is it possible to plan for the sustainable city in the face of today's forces of rapid, sprawling urbanization, globalization, and an environment in the USA seemingly favoring individual property rights over the community's well-being? In this paper I address this question by examining change in the central Texas Austin-San Antonio Corridor, by evaluating the sustainability of evolving patterns, and the effects, if any, that comprehensive planning has had on development. The Austin-San Antonio Corridor is an urbanizing region that displays the fundamental patterns and trends of rapidly changing urban systems in America, and the cities of Austin and San Antonio offer contrasting planning responses to these growth pressures. Thus a comparative study of these two urban regions yields a better understanding



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of urban planning and growth dynamics, and whether a "well-planned" city can actually enable sustainable growth. I analyze each city's comprehensive plans adopted in 1979 and 1980 and then conduct a quantitative, spatially-oriented analysis of sustainability measures that illustrates urban change from 1980 to 2000. I then relate growth outcomes to the goals of the comprehensive plans. I conclude that ecological planning and civic environmentalism are a way to increase the prospect of sustainable development. However the effectiveness of this process is limited unless there is a change in prevailing development practices to encompass an ethic of community responsibility, and recognition of all aspects of land regardless of economic value. Keywords: planning, sprawl, sustainable development, Austin, San Antonio, Texas-central

### ***The End of Suburbia? Reflecting on Recent Research***

Thomas J. Vicino (Wheaton College)

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This introductory chapter of *End of Suburbia: Reflections on the Decline of the American Dream* provides an overview and critically assessment of the current state of scholarship on the small, yet burgeoning literature on the transformation of first-tier suburbs. The chapter demonstrates that there continues to be a scholarly deficit of suburban studies, and therefore, it is necessary for urban researchers to come together to formulate a research agenda. Four primary research themes confront scholars of suburbs today—theory, demography, politics, and planning. In Part I of the book, we confront the new suburban landscape. The question of theory confronts scholars as to how and why first-tier suburbs experience neighborhood change and decline. We investigate the evolution of suburban decline, give a national portrait of suburbs in decline and focus on suburbs and slums. In Part II of the book, we analyze case of suburban decline. The question of demography confronts scholars as to what and how are the spatial effects of migration patterns in and out of suburbs and cities. Issues of suburban poverty, suburban decline and the housing crisis, and mature suburbs and the decline of property values are of importance. In Part III of the book, we discuss the socio-political implications of suburban decline. The question of politics confronts scholars as to what the role of political fragmentation plays in the process of suburban decline and municipal resources. Last, in Part IV, we focus on the future prospects for 21st century suburbs and confront the realities of decline. The question of planning confronts scholars as to what and how suburbs can be revitalized. A deeper and more nuanced understanding of these four questions is imperative for the future of first-tier suburbs, and thus scholars of suburbs should engage these challenges. We conclude with a new suburban paradigm.

### ***Better living or better sprawl? Comparing sense of community and neighborhood involvement in neo-traditional and suburban neighborhoods***

John W. Vick (Vanderbilt University), Douglas D. Perkins (Vanderbilt University)



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New forms of mixed-use and walkable neighborhood development have become common in the suburban U.S. These neighborhoods are often referred to as New Urban or neo-traditional, as they are seen as contemporary versions of traditional neighborhood forms. Their design is informed by the notion that particular aspects of the built environment influence resident's quality of life in terms of stronger sense of community, increased social interaction, and higher overall neighborhood involvement and pride. While some research has examined these claims, few strong conclusions exist to support them. This study examines how different types of neighborhood design influence resident's quality of life. Surveys were conducted with residents in two neighborhoods, one of New Urbanist (or neo-traditional) design and one of traditional suburban design, to determine differences related to sense of community; specifically community pride, neighboring behavior, social interaction, and satisfaction. We also attempt to control for neighborhood selection, one of the primary criticisms of the current literature. Conclusions will be discussed, along with the broader implications for the role of planned communities in contemporary urban development.

### ***Community Development and Public Health: Exploring the Synergies***

Avis C. Vidal (Wayne State University), Lawrence D. Brown (Columbia University), Katherine Kraft

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This paper explores the practice and programming synergies between community development and public health. While such synergies may hold promise in a variety of settings, both domestic and international, this examination uses the lens of community development practice in U.S. cities to ask the question: can adding community health programming to community development practice enhance community development outcomes, and if so, how? Core working hypotheses are that: (a) Poor health (the absence of a critical asset) may severely restrict the participation of vulnerable individuals or their caregivers in community activities; improving health would enable greater participation both in community life and in individual asset-building activities such as work and education; (b) Improving the health of such individuals in a community development context may foster increased personal empowerment that, in turn, leads to greater engagement in the community and greater levels of social inclusion; and (c) Adding health, framed in community terms, to community development practice may enable practitioners to attract new partners into community development and motivate community engagement among new groups of residents. The paper is broadly grounded in the long experience of the authors: Brown's depth in public health, including the activities of community health centers; Kraft's experience developing the Active Living by Design program for the Robert Wood Johnson Foundation; and Vidal's extensive research on community development and community capacity building. It is specifically informed by a scan of cutting-edge examples in which community development corporations (CDCs) in Boston and Chicago (two cities long



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known as innovators in the field) have begun to add a wide variety of health-related efforts to their programming. These examples provide important insights into the potential, challenges, and requisites of this approach.

### ***Greening Grant Park: Urban Governance, Eco-Aesthetics and Neoliberal Spaces***

Francisco Vivoni (University of Illinois at Urbana-Champaign)

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Recent developments in Grant Park follow widespread trends of neoliberal urban governance through the built environment. This lakefront destination is at the center of meaningful struggles against the privatization of public space within the city of Chicago. Set within the advent of Millennium Park spectacle and South Loop gentrification, current Grant Park spatial regulation conforms to exclusionary politics built into leisure landscapes. This paper focuses on the collusion of public art and green technologies as space-crafting strategies for governing Grant Park. Through a critical ethnographic lens, this study juxtaposes two eco-aesthetic development efforts: plans for the replacement of the Magdalena Abakanowicz *Agora* installation and the first phase of the Grant Park Skate Plaza. Both projects share disparate visions of beautiful sustainability and target specific city dwellers through the language of leisure and consumption. This paper argues that these neoliberal spaces within Grant Park highlight a wide spectrum of emerging trends of urban governance through spatial regulation. In conclusion, this paper forwards a third-way eco-aesthetics informed by grassroots urban ecological struggles, alternative art initiatives and everyday unsanctioned uses of public space.

### ***Immigrant Social Movements and Political Incorporation: Lessons from Chicago's Mexican Immigrant HTA Leadership Coalition***

Rebecca M. Vonderlack-Navarro (University of Chicago)

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The many first-generation Mexican immigrant hometown associations (HTAs) in US cities have been recognized as important largely for sustaining transnational ties between immigrants and their sending societies. Yet recent activities in Chicago, including HTA leadership of the dramatic 2006 marches for immigrant rights, suggest that this kind of organization—and, indeed, mobilization itself—may become a significant agent of political incorporation for US immigrants. This case study highlights the joining of 270 Chicago HTAs into a broader coalition, CONFEMEX, and poses two related questions to guide the study. First, why did CONFEMEX shift from a Mexican focused to a binational Mexico-US focused agenda and how has this shift affected the coalition of HTAs? Second, why did CONFEMEX and its HTA base embrace contentious activism and what have been the consequences of this step for immigrant impacts on policy and politics, for HTAs as organizations, and, for immigrants themselves? Using globalization, state-based theories, and social movement paradigms, I argue that



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CONFEMEX's growing tendency to include both Mexico and US-focused activities is because multiple government entities—sending and receiving, national and local—work at cross purposes to suppress, stimulate, or reincorporate CONFEMEX activism. Through its interaction with multiple government actors, CONFEMEX expanded its repertoires of action to include contentious activity, resulting in a transformation for some HTAs to begin serving as agents of US political incorporation. Not all HTAs within CONFEMEX, however, share the priority of Mexico-US binational action creating, at times, internal contentions between coalition leaders and their base. The study findings provide important insights into how grassroots politics and Mexico and US state projects become key influences on the evolution of HTA organizational strategies and political identities of Mexican immigrants in the United States.

### ***Objective and Perceived Measures of Crime and Traffic Safety and Their Relationship to Walking Behavior and Park Use in Urban Adolescents***

Carolyn C. Voorhees (University of Maryland-College Park), Alison Yan (Indiana University), Amy Vastine (Johns Hopkins University), Kelly J. Clifton (National Center for Smart Growth Research and Education)

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The neighborhood physical and social environment can both facilitate and act as a barrier to active transport and use of neighborhood resources for adolescents. We will present data from a variety of sources to explore the relationship between objective and perceived measures of crime and traffic safety and how they relate to walking behavior, physical activity and use of parks in close proximity to home in a large sample of adolescents from diverse neighborhoods in Baltimore City. Supplementing and informing these findings with the use of qualitative methods will also be discussed.

This study will present multiple sources of data to explore the relationship between violent crime, traffic safety and walking behavior and park use in a predominately African American sample of urban adolescents living in diverse neighborhoods in Baltimore City from the BALTS study (Baltimore Active Living Teens Study). High School students (n=350) completed a web based survey that included questions related to their perception of their neighborhood environment and their use and perceptions of local parks. Travel diaries (travel modes and destinations) measurement of individual level physical activity intensity and duration was also conducted in these students via accelerometry for one week. Address level crime and pedestrian and bicycle crash data were also available for the same time period and will be related to both perceptions and walking and park use outcomes. GIS based measures of Violent Crime (UCR-Part 1; violent and property crimes; ½ mile buffers around participant homes, counts/sq mile), pedestrian crashes (2004 Crash layer - from the Maryland Motor Vehicle Accident Report for 2004; pedestrian and bicycle crash data, ½ mile buffers around participant home, counts per sq mile) and individual level perceptions of both crime and traffic safety will be analyzed to determine their relationship to walking trips, park use and physical activity. The



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relationship between GIS based measures of proximity to park locations and violent crime density (all type 1, homicide and rape only, violent crimes only and property crimes) will also be explored. Qualitative measures of adolescent perceptions were also conducted in a sub sample of the larger study group and will be briefly discussed and related to the quantitative findings.

### ***The Hidden Costs of Homelessness in Nashville***

Courte C. Voorhees (Vanderbilt University), Douglas D. Perkins (Vanderbilt University), Scott R. Brown (Vanderbilt University)

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This study is in response to the Federal mandate that all U.S. cities develop and implement a 10-year plan to end chronic homelessness. The costs of homelessness, in terms of services and systems of care, must be understood to better inform policy-making. Currently costs are generally unknown because they are spread across many public and private agencies that do not readily share or separate cost and budget information. Many costs are difficult to quantify and most are elusive because people experiencing homelessness themselves tend to be “hidden.” Additionally, methods and to track, analyze, and report costs have not been standardized or made transparent and regularly reported. This study sheds light on the economics of homelessness in Nashville. We draw on, and where possible try to improve upon, the data sources and analytic approaches of similar studies in other cities across the U.S. In addition, we estimated the costs of providing permanent housing for people experiencing homelessness, both including and not including supportive services, and the differences in expenditure for all options to provide a cost-efficiency analysis. Researchers conducted semi-structured interviews with people experiencing homelessness (n = 105) and service providers (n = 17) throughout Nashville. Archival data were also used to construct costs directly and to estimate unavailable figures. Participants were interviewed at shelters, on the street, and in advocacy centers. Service costs were sought for a wide variety of services commonly used by people experiencing homelessness. In contrast to current costs related to average and chronic homelessness, the annual cost to provide permanent housing (including a reduction in existing services) and permanent supportive housing in Nashville are significantly lower than the costs of the status quo. We recommend a shift toward mixed permanent housing and permanent supportive housing to help cure homelessness in Nashville.

### ***Rebuilding Regimes: Urban Politics and Disaster Recovery***

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What happens to urban politics after a major disaster? This paper explores the notion that disasters restructure local politics. In particular, the paper introduces the concept of a “rebuilding regime” in New Orleans following Hurricane Katrina. Contrary to existing literature (Burns and



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Thomas 2006), New Orleans is not a “regimeless” city. This research argues that two emergent coalitions are competing for control. The pre-existing corporate regime of Mayor Ray Nagin ? aligned with the dominant economic interests - is in crisis. In contrast to the corporate regime, a progressive coalition or “rebuilding regime” is focused on the work of rebuilding the city and restructuring local government. An emerging “rebuilding regime” of neighborhoods, activists, rebuilding professionals, and nonprofits has connected to the mobile capital of private foundations and national intermediaries to leverage resources and impact the recovery. More flexible than government, this group is dominated by owners (of businesses or homes) and has focused on impacting urban politics (through the election of city councilors) and urban space (via neighborhood planning). This “rebuilding regime” represents a shift in which the politics of growth management have a new centrality in the governing coalition that would not have occurred without the disaster. Thus, the central tension is between an emerging rebuilding regime versus the growth machine politics of a destabilized corporate regime fueled by federal subsidies and the opportunity to redevelop a historic city via demolition. Although the parochial system of New Orleans politics was opened by the disaster, the question remains if this new coalition will maintain momentum and impact regional politics in favor of citizen participation, community economic development, and democratic reform of municipal government.

### ***Reshaping Redevelopment Plans in Shanghai: From Sinan Road Project to Shaoxing Road Project***

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Urban redevelopments in Shanghai have been examined through the lens of the pro-growth machine theory or the regime theory (Zhu, 1999; Zhang, 2002; Fu, 2002; Zhang and Fang, 2004; He & Wu, 2005; Yang and Chang, 2007). The existing studies argue that the urban regime governing many Chinese cities is a coalition of strong local governments and a cooperative but weak private sector with little or no involvement of community organizations. However, little is known about the specific roles of different actors and how they interact in the real planning process. This research extends the literature by unraveling the complex and dynamic relationships in planning urban redevelopments. The relation between Shanghai Municipal government and district governments-the second level within Shanghai administrative system-is subtle. It is important to differentiate the two levels of governments in the urban redevelopment coalition. The “cooperative and weak” developers are usually transmitted from former housing departments of local governments. They have responsibility as quasi-state agencies to help governments redevelop neighborhoods under poor living condition. While there is no community organization in Shanghai by the Western standard, voices from local residents have been gradually expressed through various channels, especially when the housing ownership has become legally respected in China. To illustrate the detailed interactions among different actors in the urban development coalition, this research examines the planning process of two urban redevelopment projects in Shanghai - Sinan Road project and Shaoxing Road



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project. Located in the same district in the central city of Shanghai, the redevelopment of the two sites has been planned and in different ways. The comparison of the two projects highlights how the increasing involvement of local residents changes the relationships within the redevelopment coalition and how the changing relationships shape the redevelopment plans. Within the coalition, the increasing respect of housing ownership forces government at city level put more pressure on local government to consider local residents' concerns, and certain level of participation of local residents makes developers redevelop an area in a more conservative approach. These changes of actors, both in value and status, require planners revise their methods in planning and be responsible to more actors than just their clients. The research findings will improve the application of the pro-growth machine theory in Chinese urban context, and enrich the understanding about the slow progress of democratization in China.

### ***Building Community Capacity for Urban Health: The Case of an Inter-Organizational Network in Los Angeles***

Lili Wang (Arizona State University)

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During the last two decades, the scope and the complexity of urban health issues in the United States has made it increasingly difficult for one sector, either government or the private sector, or a single organization to address these issues alone. Inter-organizational networks have therefore emerged. Most typical form of inter-organizational networks involves the collaboration of government, nonprofit, and/or for-profit organizations in producing and delivering health and human services. Numerous studies have examined the conditions under which government agencies initiate and manage the networks using the framework of the principal-agent theory. Government agencies act as the contractor or principal in the networks and nonprofit or for-profit organizations act as agents (Milward & Provan, 2000). This principal-agent framework, however, is limited in explaining inter-organizational networks in which no clear principal-agent relationships exist, such as a coalition of public and private organizations that supports community capacity-building to increase access to quality healthcare for uninsured populations. A literature review shows that few studies have examined this type of inter-organizational networks with egalitarian players. What motivates public, nonprofit, and for-profit health organizations to collaborate with each other, who are perceived as leaders in these types of networks, and to what extent these organizations share information and resources are some of the questions need to be examined. Using data collected from a survey of an inter-organization network of 37 health service organizations in the Los Angeles area, this study addresses these issues that are important to the effective collaboration of inter-organizational networks. Social network analysis and multiple regression analysis are used in the study.

### ***Assessing the Impacts of Public Housing Relocation on Youths***

Beverly G. Ward (University of South Florida), Emily Zupo (University of South Florida)



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This paper will explore the social impacts of public housing revitalization on households with minor children. The research traces the relocations of families from two public housing complexes to other public housing complexes or market housing, using Housing Choice vouchers. We contrast and compare the socioeconomic characteristics of the original neighborhoods to the relocation sites from the census tract level, exploring changes in resources available to families.

### ***Achieving a Zero-Drop out Rate in Urban School Districts***

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Significant public attention has been directed to the increase in diminishing high school graduation rates. Newark is New Jersey's largest city and has a largely minority population. In 2007, Newark's graduation rate was 63% according to the new graduation calculation method approved by the National Governors Association, (NPS, 2008), indicating that almost 40% of high school students have dropped out. Of persons 25 and older residing in Newark, 65.5% are high school graduates, with only 11.9% obtaining a Bachelor's degree or higher (ACS, 2006). There are individual and collective costs when youth do not receive a high school diploma and continue on to postsecondary education. Researchers find that cities with large percentages of dropout youth have "fewer economic development opportunities, garner less tax revenue, and experience high social service costs, more crime, less civic participation, and high level of concentrated and inter-generational poverty" (Neill and Balfanz, 2006, p. 3). As a result of the growing dropout crisis, the Newark Public Schools Office of Alternative Education (OAE) embarked upon a highly coordinated effort with the City of Newark, local and state government agencies, Essex County College, Rutgers University, private foundations, and local community organizations to create a youth one-stop center, the Youth Education and Employment Success Center (YE<sup>2</sup>S Center). This paper will examine the effectiveness of the YE<sup>2</sup>S Center in meeting its goal to reconnect disconnected youth to the educational system. The paper will also examine the political and financial partnerships that have emerged to create the YE<sup>2</sup>S Center collaboration, and whether or not such collaborations are essential to and/or possible in the development of successful zero-drop out initiatives in other cities. Similar initiatives in other jurisdictions will be discussed. Finally, the paper will consider the economic ramifications of a reduction in the drop-out rate in Newark and other cities.

### ***Beyond 1984—Technologies of Mass Control, Policing the City, Reality, and Democracy***

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Government agencies are using and expanding technologies to control who can be in cities, what they can do there, and where they can do it. Closed circuit television (CCTV) surveillance, for example, can be found in airports, shopping districts, municipal transit vehicles and facilities, and schools and during events like international summits and political conventions. CCTV critics view it as a violation of privacy and civil rights comparable to Big Brother's ubiquitous system of video spying depicted in Orwell's novel 1984. This analogy, however, has distracted attention from other technologies of mass control that currently threaten democracy, not just privacy. Big Brother's rule was also based on storm troop-like police, helicopter surveillance, torture, and total and continuous manipulation of the meaning of words and reality. The paper will discuss the importance of expanding the discourse concerning the growing use of control technologies by the state. The actors involved in inventing, funding research, marketing, testing, and adopting them will be identified. It will review and assess the current use by police, the official rhetoric about, and performance of helicopters, "non-lethal" weapons, including rubber bullets and Tasers, and CCTV surveillance cameras. Then it will describe newer and experimental technologies of control such as sound surveillance, Unmanned Aerial Vehicles, surveillance software designed to predict individual or group behavior, and "non-lethal" weapons to incapacitate crowds. Finally, the number and diversity of these technologies used by public agencies, new types being tested, and the growing gap between official rhetoric concerning their need and success and the reality of their performance will be considered in relation to citizen rights and democratic practice in general.

### ***Mass Control or Mass Voyeurism: Implications of Satellite Technologies Over Urban Space***

Stacy Warren (Eastern Washington University)

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Almost fifteen years ago, critical geographers brought attention to the ways in which the rapidly growing industry of spatial information collection could compromise urban and suburban privacy and threaten the freedom and security implicit in urban democratic space. Both individual citizens and the material landscape were seen to be at risk from the increasing number of invasive spatial technologies including geomarketing and other information tracking systems, Global Positioning Systems (GPS), surveillance cameras, and aerial and satellite imaging. In 2006, the wide release of the spatial viewing software GoogleEarth (soon followed by related products) marked a watershed moment in the history of spatial information. It allowed unprecedented access to detailed urban information and launched a new generation of critical concern over privacy and security issues. However, it also opened up new possibilities for public participation in the creation and transformation of spatial data. In this paper, I examine the wide spectrum of gazes that urban spatial information has fostered, from the vigilant protector of urban spaces to the surveillant eye of mass control to the playful voyeurism of a cyborg flaneur who strolls the digital city at street view. I consider the hegemonic play between technologies of



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control and technologies of resistance, and investigate ways that spatial information is being used to regain democratic control over urban space.

### ***Maneuvering in a Changing Job Market: Older Homeless People and Employment in Chicago's Changing Economy***

Dennis P. Watson (Loyola University Chicago), Christine C. George (Loyola University Chicago)

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Chicago has gone through an economic dislocation that has profoundly restructured its workforce. People between the ages of 50 and 64 who were or are part of the unskilled and/or industrial workforce are one group that has been largely affected by this transformation. The transformation itself has been characterized by a shift from a blue collar workforce based primarily in manufacturing to one primarily composed of service related and technology based jobs. A study conducted in Chicago in 2007-2008 of older homeless individuals found many who have been and continue to be impacted by this change. A number of these individuals have been marginalized from the work force due to plant closures and downsizing, and a sizable portion now rely on casual and part-time labor. While many still have attachments to the workforce, they are unable to obtain stable full time employment for a variety of reasons. This paper seeks to understand how older homeless individuals have been impacted by this changing job market and the methods they use to maneuver within it. The data analyzed for this paper come from a collaborative research project carried out by Loyola University's Center for Urban Research and Learning and the Chicago Alliance to End Homelessness. Data were collected using a variety of qualitative and quantitative methods. For the purposes of this paper, we focus largely on data from focus groups conducted with older homeless people and interviews with homeless service providers.

### ***Fast Money, City Policy, and the Overbuilding of Chicago***

Rachel Weber (University of Illinois at Chicago)

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I document the role of public and private financial capital in real estate development and the resultant oversupply of space in Chicago between 1995 and 2006. During the last boom, the financial system became the main lever for overproduction. Developers were bolder in these highly liquid markets; they built not because of the pressing need for space on the part of occupants but because of the availability of capital and the active acquisitions market ready to pay top dollar for whatever could be built quickly and to ?investment-grade? standards. The expectation of appreciation, faith in the solvency of the investment, and availability of secondary and tertiary markets lowered debt service requirements and loosened the purse strings of lenders and equity investors. The availability of capital led to massive amounts of new residential and commercial construction in Chicago's CBD and inner-ring neighborhoods and



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increasingly high vacancy rates in certain market segments and neighborhoods. Why, then, did the City of Chicago inject massive amounts of public dollars into real estate development and relax its regulatory responsibilities during a time when financial markets were sufficiently capitalized and highly liquid? Typically urban policies are counter-cyclical but in the case of Chicago, the city's policies (e.g., Tax Increment Financing, zoning changes) were pro-cyclical, spatially and temporally. I investigate both the rationale and the implications of these public-private development deals. I also discuss the oppositional voices who spoke out against and challenged these partnerships.

***In the shadow of giants: Urban management practitioners' perceptions of globalization's impact on public service delivery in small and medium-sized cities in Florida***

Nadine V. Wedderburn (Florida International University)

In the shadow of giants: Urban management practitioners' perceptions of globalization's impact on public service delivery in small and medium-sized cities in Florida

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Urban scholars have consistently noted that a growing diversity of culture, society, and economy is particularly pronounced in America's urban areas. Demographic changes, set against the wider backdrop of globalization, insist that a deep understanding of the local impacts of these shifts be sought, as they combine to influence the demand for public services across urban regions. In serving the public, city officials are challenged with constant changes in the nature of the issues they must address as well as with the changes in the ways in which they are required to address them. How urban management practitioners guide and control their respective municipalities while meeting administrative goals in the face of globalization, is of utmost importance to the field of urban studies as their work plays a significant role in determining how people live. It is not unusual to learn of global impacts on urban life in large cities such as New York, Los Angeles, and Chicago. With the wide-ranging globalization and demographic changes evidenced in cities all across the nation, this paper examines the impact of globalization processes on shaping urban management practices in small and medium-sized Florida cities. The researcher endeavors to learn how these changes are being experienced by urban management practitioners in Florida as they fulfill their respective responsibilities that affect residents' quality of life. Data obtained from semi-structured interviews and a survey carried out among city managers, mayors, economic development and budget/finance directors reveal practitioners' perceptions and practices. The study finds that globalization processes are altering modes and types of public service delivery due to transnational shifts, rapidly changing technologies, and municipalities' heightened involvement in the global economy. It further shows that an understanding of managers' perceptions and practices plays an important role in the advancement of contemporary urban management and policy.



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### ***Sustainable Urban Infrastructure: How Feasible is the Adaptive Reuse of Parochial Schools to House Charter Schools?***

Bethany J. Welch (Center for Governmental Research)

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Mediating institutions in America's cities, such as schools and places of worship, have faced tumultuous times of late. A new study reports that 1,300 parish affiliated Roman Catholic schools have been closed across the United States since 1990, attributed largely to declining demographics and economics (Hamilton, 2008). Concurrently, favorable state charter legislation has permitted the creation of 3,000 charter schools, nearly one hundred of which operate in New York State (United States Charter Schools, 2008). Some research has been conducted on the political interrelationship between these two aspects of change, but one dimension of convergence has gone unnoticed: the leasing or purchasing former parochial school buildings to house charter schools. This paper proposes to investigate the feasibility of this form of adaptive reuse in New York State, framing the discussion in the terms of community development, sustainable practice, and urban civil society. The research will seek to understand: What is the scope of the practice in New York State? What qualities of parochial schools make the real estate attractive to accommodate charter schools? What is the process of negotiating a lease or a sale with the local Catholic authority? What are the benefits and challenges of this practice for the Catholic Church, the charter school, and the communities in which they operate? The study will feature a data review of charter school properties in New York State; semi-structured interviews with charter school leaders; and a case study of how one Upstate NY charter school came to be housed in a former Catholic school—from the property search to the contract negotiations with church leaders to the actual habitation and operation of the school in that space. The implications for community development and urban social policy will be considered and analyzed.

### ***Urban Policy in the Journal of Urban Affairs***

Robert Whelan (University of Texas at Arlington), Harvey K. Newman (Georgia State University)

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Urban public policy has been a major topic of the Journal of Urban Affairs since the journal began. This paper will consider the following questions:

1. What policy issues have been studied by urban scholars, and in what time spans?
2. What methods have been used in analyzing policies?
3. What biases are revealed? Were there attempts to address policymakers directly?

The authors conclude with an assessment of what urban policy studies tell us about the field of urban affairs.



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### ***Richmond: A Former Governor Becomes the City's First Strong Mayor***

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Richmond was a longstanding user of the council-manager form of government. In 2003, however, former Governor Douglas Wilder led a campaign to change the form of government he claimed contributed to widespread corruption and diffused responsibility in Richmond city government. This paper examines the issues in the campaign, analyzes the election results, and examines the impact of change.

### ***Is the Low Income Housing Tax Credit Consistent with U.S. Housing Policy Goals?***

Anne R. Williamson (University of Florida)

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The Low Income Housing Tax Credit (LIHTC) has resulted in the development of more than one million units of subsidized rental housing in the U.S. and costs taxpayers more than \$5 billion each year in tax revenues foregone (O'Regan & Quigley, 2000; Joint Committee on Taxation, 2008). Yet as a feature of tax policy, the program is relatively invisible to the public. Further, unlike rental housing programs of the past that included requirements for collection of detailed data used to facilitate program evaluation, the LIHTC does not require private-sector developers who participate in the program to submit information on tenant characteristics or program outcomes. Thus, despite its history of more than 20 years, there is much about the LIHTC that remains unknown. Using detailed tenant characteristic and property location data for the state of Florida, this paper will address the issue of how well the LIHTC measures up against three central goals of U.S. housing policy. The paper will first examine whether the LIHTC contributes to the deconcentration of poverty. Next, the LIHTC will be examined as to whether it results in the deconcentration of minority populations. Finally, the issue of whether the LIHTC eliminates housing cost burden will be examined. While some evidence on the geographic location of LIHTC developments and associated patterns of poverty and race is available in the literature, the issue of housing cost burden among LIHTC tenants has not been covered to date. While we would expect that residents in subsidized housing do not experience cost burden, we do not yet have the empirical evidence to support such an expectation. The paper will conclude with recommendations for policy re-design based on the results of the empirical analyses related to major U.S. housing policy goals. Suggestions for future research will also be included.

### ***Urban America in Distress: A Case Study Analysis of Gary, Indiana 1968-1987***

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This paper examines the meaning and consequences of urban distress for one mid-western, industrial city in the latter half of the twentieth century. While providing a historical overview of Gary's beginnings, this research explores metropolitan demographic shifts, urban governance and politics, housing, education, the environment, crime and urban renewal. The overarching objective is how these factors helped to shape Gary, Indiana in the twenty first century.

### ***Crafting Urban Policy at the National Level: The Problem of Generating Public Support***

Hal Wolman (George Washington University), Eric Lawrence (George Washington University), Robert Stoker (George Washington University)

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The question of why it is so difficult politically for the federal government to produce policies to address the manifest problems of the major US urban areas has long been a topic of debate and concern among urbanists. One of the major factors frequently pointed to is the way programs affecting urban areas are framed and targeted. While the intertwined questions of framing of targeting and framing have been examined to some extent at the elite level, there has been no study of the effect of these strategies on support for urban policy at the mass opinion level. We explore three families of hypotheses of interest. First, do universal public policies (i.e., public policies to all cities) have higher level of support than targeted public policies? Second, does public support vary by the type of targeting: problem, place and/or people? Third, is public support for urban public policies contingent on the social construction of the target of the policy? In our paper we will report on findings from two survey experiments utilizing a random assignment design to explore the way in which various ?targeting? strategies and ?framing? of urban problems and policies affects mass public opinion relating to urban policy. We conclude with implications for urban policy making at the national level.

### ***Kansas City: Rejection but Recurring Reconsideration of the Mayor-Council Form***

Curtis Wood (Northern Illinois University)

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Kansas City was a bastion of the council-manager form from the 1940s until the 1990s. Since then, three mayors in succession have sought to change the form of government to the mayor-council form without success, although Kansas City has expanded the formal authority of the mayor in the council-manager form. This paper examines the issues in the three efforts and analyzes why the change in form has not been successful, but also has not been laid to rest.

### ***Fostering Brownfields Development in the Rust Belt: A Comparison of State Legal Structures and Their Impacts in Cincinnati and Pittsburgh***

Andrea Yang (The Federal Reserve Building)



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Brownfields development, or the clean up and development of former industrial sites which are or are perceived to be contaminated by pollutants, has been discussed as a means of fostering revitalization of urban communities, providing an alternative to sprawling development of open land, and protecting the environment by promoting spatially efficient living patterns that reduce automobile traffic, air pollution and development of green space. Beyond minimal grant assistance, the federal government's role in fostering brownfields development is through limitation of federal CERCLA/Superfund liability for new land owners taking on clean up and redevelopment responsibilities. State environment and development agencies typically provide technical and financial assistance, through loans and tax credits, and limitation of state liability. Despite the oft pronounced benefits, metropolitan areas have experienced varying levels of interest and success in development of abandoned industrial sites. Using Cincinnati, Ohio and Pittsburgh, Pennsylvania as examples, this paper will compare state programs and legal frameworks which have greater public involvement in terms of reporting and approval requirements for limiting liability (Pennsylvania) with state programs and laws which focus on harnessing private sector resources and capacity, in which liability may be limited by inspection by private certified professionals for compliance with state standards. The paper will compare the legal structures and reporting requirements, availability of funding, and success in fostering urban brownfield development. Following the Part I introduction, Part II describes the particular challenges of brownfield development in rust belt cities focusing on Cincinnati and Pittsburgh as examples. Part III provides background on the federal-state framework for promoting brownfields development, focusing on the federal Small Business Liability Relief and Brownfields Revitalization Act of 2002 (BRERA). Part IV looks at state brownfield programs, comparing the approaches adopted by the Ohio and Pennsylvania legislatures. Part V examines how state legislation translates into local development by comparing the success of brownfields development in Cincinnati and Pittsburgh. In particular, this section will attempt to link achievements in brownfields development in the two cities to differences in state programs and legal frameworks, local economic conditions, local government involvement and political will.

### ***Inner Ring Suburbs and Regionalism in Metropolitan Chicago***

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There have been an increasing number of studies that explore the emerging issues occurring in inner ring suburbs in large American metropolitan areas (Lee and Leigh, 2007; Lucy and Phillips, 2000, 2001; Orfield, 2002). These first-ring suburbs did not enjoy the come-backs that some American cities are having and have become the most vulnerable areas within metropolitan regions. The problems include deteriorating infrastructures, concentration of poverty, and unsatisfied public services. The fate of inner-ring suburbs seems to depend on the relative dominance of the central city and the structure of metropolitan governance. Inner ring



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suburbs in Metropolitan Chicago represent many of the typical characteristics of such communities in the U.S. This paper will first review the existing literature and develop its own definition (measurement) of Chicago's inner ring suburbs. The socio-economic characteristics of these communities will be examined to distinguish them from both central cities and traditional suburbs and to probe the reasons behind this spatial differentiation within the metropolitan area. A wide range of community initiatives and regional efforts will then be reviewed to identify possible policy approaches that can be generalized for inner ring suburbs across the nation. Special attention will be paid to regional governance policies and programs that might be useful in developing solutions to the challenges and problems of these suburbs. With this case study of Chicago's suburbs, this study will add to the discussion of, and provide policy suggestions for, inner ring suburbs. References: Lee, Sugie and Nancy Green Leigh. (2007). Intrametropolitan spatial differentiation and decline of inner-ring suburbs: A comparison of four U.S. metropolitan areas. *Journal of Planning Education and Research*, 27: 146-164. Lucy, William and David Phillips. (2001). *Suburbs and the census: Patterns of growth and decline*. Washington, DC: The Brookings Institute. ???. (2000). *Confronting suburban decline: Strategic planning for metropolitan renewal*. Washington, DC: Island Press. Orfield, Myron. 2002. *American Metropolis: The new suburban reality*. Washington, DC: The Brookings Institute.

### ***Understanding Urban Neighborhoods through the Ages***

Abigail York (Arizona State University), Michael Smith (Arizona State University), Christopher Boone (Arizona State University), Sharon Harlan (Arizona State University), George Cowgill (Arizona State University), Barbara Stark (Arizona State University)

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Throughout the millennia neighborhoods have created, enhanced, and denoted social and physical organization of our cities, but much of the research on ancient, historic, and modern neighborhoods has been fragmented by academic silos, our disciplines, fields, and schools of thought. Because of our fragmented approach to the study of neighborhoods in particular, and urbanization in general, we fail to understand and appreciate what is universal in the human urban experience across time, space, and culture, and what is unique. A better understanding of the basic building block of cities, the neighborhood, will provide insights useful both in our study and governance of modern cities. This paper is a part of a larger effort to understand urban organization throughout the ages. In this paper, we will focus our attention on one of our research themes, the configuration of neighborhoods. Neighborhoods are spatial and social constructions that reflect the legacies of political and economic activities, land use planning and change, household decision-making, and landscape modifications over time. They provide a window into the socioeconomic, political, and environmental heterogeneity of cities. We will begin with a comparative study of several cases that reflect a diversity of urban experience, evaluating both the unique and common aspects of neighborhoods within the sample. Our work represents a first step in a major effort to understand spatial form and meaning of neighborhoods across the world and throughout time. This approach will be useful for social



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scientists interested in understanding both the universal and the exceptional in our cities. Insights from this approach will aid planners and developers seeking to create and enhance urban spaces and neighborhoods.

### ***What does sustainability mean for city officials?***

Eric Zeemering (San Francisco State University)

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Sustainability has become a popular concept influencing the work of community and economic development officials in city governments. However, the term *sustainability* lacks conceptual clarity, and a variety of programs could advance sustainability goals. Given this problem, this study asks, what does sustainability mean to city economic development officials? Q-methodology is used to identify which aspects of sustainability are most important to a sample of city officials in the San Francisco Bay Area. Three patterns of importance were identified exhibiting emphases on urban design, reinvestment, and civic engagement. Understanding the multiple meanings of *sustainability* for local government officials will be critical as city officials seek to advance this new priority for local government, and as scholars evaluate the implementation of urban sustainability programs.

### ***Leaping Forward: Building Urban Resilience by Communicating Vulnerability***

Moira L. Zellner (University of Illinois-Chicago), Charles J. Hoch (University of Illinois at Chicago), Eric W. Welch (University of Illinois at Chicago)

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The institutional relationships that organize the complex flow of goods and services required in modern life rely upon trust in the competence, sincerity, honesty and legitimacy of others. The more complex the flows and the more heterogeneous the actors involved, the greater the vulnerability to violations of these social habits; violations become more attractive and they can more easily be hidden in the web of interactions. When violations occur, they generate ripples of uncertainty that undermine confidence in the institutions and infrastructure that make the conduct of modern living reliable, predictable and secure. Lacking social resilience, human systems cannot adapt to either internal or external disruptions. We believe that purposeful democratic deliberation provides an important resource for improving the prevention of and the response to serious disruptions, by helping to identify the vulnerability of social systems to these disruptions and by harnessing human ingenuity to create innovative institutional and infrastructure solutions that enhance adaptability.

We compare three empirical planning cases that describe how civic deliberation can improve the grasp of system complexity, the understanding of the link between the actions of planners and stakeholders and overall system vulnerability and adaptability, and the long-term social learning of complex problems. The cases include a water conservation plan, a housing plan for



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homeless populations, and a farmland management plan to prevent disease outbreaks. We evaluate the effectiveness of civic deliberation against adversarial and bureaucratic response strategies to disruptions, identifying the conditions and incentives that are required to support each approach. This paper frames the terms for comparison and sets an agenda for testing the social resilience of plans for different resource and infrastructure threats.

### ***A Cohort-Component Population Forecasting Model for College Towns***

Jean-Michel Guldmann (Ohio State University), Sumei Zhang (University of Louisville), Gianni Longo (ACP—Visioning and Planning Ltd), Aaron Domini (ACP—Visioning and Planning Ltd)

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This paper presents a population forecasting model for a city or metropolitan area with a relatively large college student population. In such a case, the standard application of the Cohort-Component (CC) model, with birth, death, and migration rates pertaining to the whole population, is likely to produce misleading results. Indeed, the student and non-student populations are characterized by distinct dynamics and complex interactions. Student, primarily within the 18-30 age range, join colleges from both within and without the city, obtain one or more degrees or drop out, and then leave the city or find local employment. University enrollment policy and capacity expansion plans further constrain the size of the student body. A conceptual CC model is proposed, that combines the dynamics of both populations, accounting for vital processes, in- and out-migrations, and studying cycles. This model is simplified and adapted to the case of the city of Columbia, Missouri, where the main campus of the University of Missouri (27,038 students enrolled in 2005) is located. The non-student population amounted to 64,776 in 2005. The parameters of the model are derived from data publicly available from the U.S. Census and the Registrar of the university. Forecasts are generated for the 2030 horizon for both the student and non-student populations. Possible model improvements and related data requirements are discussed.

### ***The Fragmented City: Politics of Urban Preservation in Beijing, Paris, and Chicago***

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This paper examines the politics of urban preservation in Beijing, Paris, and Chicago from the 1950s to the present. To explain their different patterns of urban preservation, the author develops a typology of political fragmentation (i.e., functional, intergovernmental, and territorial) and argues that political fragmentation sets the structural constraints on preservation practice, both formally and informally. On the one hand, it shapes the voices and behavior of market and social actors toward urban preservation; on the other hand, it facilitates or inhibits the government's processing of preservation initiatives. Different types of political fragmentation



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create specific institutional fabric and lead to predictable patterns of policy process in the three cities.

### ***Creating Housing Trust Funds in China: A Feasibility Analysis***

Jun Zhao (University of Florida), Anne R. Williamson (University of Florida)

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With the largest population among the world's countries and an economy in the midst of dramatic change, China faces a number of challenges in its urban areas. One of these challenges is meeting the housing needs of low- and moderate-income households. To date, efforts to create effective housing programs have met with little success. One policy tool with the potential to provide for these housing needs in China is the housing trust fund. In existence in the U.S. for more than 30 years, the success and sustainability of housing trust funds have been described as having withstood the test of time (Brooks, 2007, p. 53). Housing trust funds are typically established by governments from an alternative source of funding and provide a dedicated source of assistance for the provision of affordable housing (Brooks, 2007, p. 2; Connerly, 1993, p. 307). Housing trust funds are flexible and satisfy a variety of needs. For instance, they may provide low-interest loans to individuals or developers, down payment assistance, housing counseling, and funds for planning affordable housing. While China's central government has established programs intended to foster housing opportunities for low- and moderate-income citizens, these programs have not had the flexibility necessary to address the housing needs of China's urban areas. This paper analyzes China's urban housing needs and the limitations of existing policies and administrative system. It presents the housing trust fund model for addressing low- and moderate-income housing need and analyzes the feasibility of its introduction in terms of political, economic, administrative, and social support aspects. We suggest that housing trust funds have the potential to help China better address the housing needs of low- and moderate-income families. We conclude with recommendations for improvements in administrative and social serve support that would facilitate the successful implementation of housing trust funds in China.