Promise versus Performance: The Louisville-Jefferson County Merger

Hank V. Savitch University of Louisville

Lin Ye Roosevelt University

Ron Vogel University of Louisville

The merger of the city of Louisville and Jefferson County in 2002 was the first successful city-county consolidation in a major metropolis in three decades. The goal of the merger was to create a unified government that was supposed to be more efficient, more effective for urban development and more accountable to the citizenry. Proponents of merger campaigned on these claims and convinced the public to vote for city-county consolidation. After nearly four years of merged government, we study campaign promises relative to governmental performance. Our research focuses on actual outcomes that measure efficiency, effectiveness, and accountability. This paper empirically evaluates the performance of Louisville's city-county consolidation by employing measures for economic development, bureaucratic service, and democratic accountability. In conducting this study, we compare pre-merger to post-merger periods. A number of indicators are used to evaluate economic development during these two periods (employment, income, tax revenues, business profits, office vacancies, etc.). Other measures are also used to evaluate bureaucratic efficiency (road conditions, costs of government, budget data, and criminal apprehensions). Still different measures are employed to evaluate democratic accountability (campaign costs, voter turnout, and party competition). Finally, our paper develops a model to evaluate outcomes for city-county consolidation and other types of local re-scaling. This model can be applied to other cities and localities to evaluate promises made to reform government.

Municipal Mergers in Quebec : Evidence of Voter Preferences

Georges A. Tanguay Université du Québec à Montréal

This study is based on the large-scale consolidation of municipalities that recently took place in the province of Quebec. The province required many municipalities to merge and then, after a change of government, gave voters in the previously independent units an opportunity to decide through referenda whether to withdraw partially from the merged entities. The voting results generated through this chain of events offer a fruitful opportunity to examine some as-yet unresolved questions about the role of socio-economic factors in determining local government structure. The analysis is mostly based on the optimal jurisdictional size theory (OJS) which recognizes that trade-offs are likely to arise as small jurisdictions are combined into larger units (see Oates 1972 and Fisher 2007). On one dimension, increasing jurisdictional size through mergers might lower the cost per unit of public services internalize benefit spillovers and spread administrative and political-decision-making overhead over a larger population base. Another dimension, the elimination of pre-existing smaller units would reduce the variety of fiscal arrangements (expenditure mix and tax levels) from which citizens can choose when deciding where to locate. We will use a multivariate analysis to identify the main socio-economic determinants that led some municipalities to reject or accept mergers. Among other: the expected impact of mergers on municipal taxes and spending, the income and education differentials between municipalities to be merged, etc.

A County's Role in Urban Improvements

Judith A. Martin University of Minnesota
Justin Jacobson University of Minnesota

Hennepin County, Minnesota (Minneapolis is the county seat) embarked on an urban redevelopment program in the mid-1990s that extends the usual models of county activity. This program -- Hennepin Community Works (HCW) – defined a new role for the county in the region's governance structure. County commissioners committed millions of dollars in infrastructure spending into a targeted redevelopment program to enhance the tax base reshape certain neighborhoods improve county-wide transportation protect and develop green space and to create new jobs. Now in its twelfth year, HCW has had a verifiably positive impact n Minneapolis and many suburban municipalities. This unusual county program, its plans and outcomes, will be examined here. While some in the Twin Cities have compared HCW to the 1930s Works Progress Administration (WPA) programs, we argue a difference in scale: while the WPA comprised mainly single projects spread all over the county, HCW would function at a different scale, using combined resources to expand parks and green spaces while also stimulating new jobs and development in distressed city and suburban neighborhoods. Like WPA, though, the basic idea was to use tax revenue to stimulate job growth via an improvement to physical infrastructure. Case studies of HCW projects will demonstrate the range of this program.

Capital Accumulation: The principal inducement for rescaling in a global economy

Ismaila Odogba University of Louisville

Cities and places must adapt to global economic restructuring in other to survive in a global economy. Globalization creates new markets and opportunities but at the same time permits new entrants into the international market. The capital accumulation race continues to intensify in the face of devolution, political fragmentation, and economic rationality. Local institutional rescaling has been the response. Rescaling ensues political boundaries are coterminous with economic and social boundaries in order to guide capital accumulation within a geographic region. This contribution tries to provide an insight into the critical mass and public policy monopoly arguments of the civic reform tradition. Sufficient critical masses of wealth, population, talent, resources, etc., enhance the competitiveness of cities in the global market. These forces of agglomeration coupled with concentration of institutional powers present not only a unified front to prospective capital but increases the attractiveness of offers for capital investment required to create jobs. An Auto Regressive Moving Average (ARMA) is used to test the effect of the intervention on employment in Duval, FL and Nashville, TN. Primary findings indicate that merger does not necessary retain or generate economic expansion as posited by its proponents. The impacts of critical mass and policy monopoly are little if any, thus supporting the political fragmentation argument that an amalgamated government does not provide better opportunities to address issues effectively.

Global city, local politics: debating governance in post-amalgamation Toronto

Martin G. Horak University of Western Ontario

In 1998, a neo-conservative Ontario Provincial government restructured local government in central Toronto by amalgamating seven municipalities into one City of Toronto with 2.5 million residents. Dramatic as this restructuring was, it has not ended the debate on governance reform in the Toronto area. This paper surveys three aspects of the post-amalgamation debate:

calls for the development of regional governing structures for the entire metropolitan area of five million residents; calls for the internal restructuring of the new City of Toronto; and the new City's campaign to strengthen its jurisdictional and fiscal position in relation to its Provincial and Federal counterparts. Literature on Toronto after amalgamation tends to interpret the governance debate as one aspect of state restructuring brought on by the globalization of Toronto's economy and society (Keil and Boudreau 2005; Courchene 2006). While there is no doubt that globalization helps to shape the challenges that the Toronto region currently faces this paper argues that the link between globalization and the current governance debate is at best a heavily mediated one. Drawing upon documentary evidence and interviews, this paper argues that Toronto's post-amalgamation governance debate addresses problems brought on either by long-standing dynamics of regional growth, or by the perceived dysfunctions of amalgamation itself. It then provides evidence that neither the calls for regional governance nor those for internal reform of the City of Toronto have produced significant results. By contrast, the City of Toronto's campaign for more powers and resources has produced substantial results. The paper identifies the institutional power of existing local governance arrangements, along with the dynamics of electoral politics at the Provincial and Federal levels as the primary factors that have shaped these varied outcomes. REFERENCES: Courchene Thomas. 2006. "Citistates and the State of Cities". In Municipal-Federal-Provincial Relations in Canada, edited by Robert Young and Christian Leuprecht. Montreal: McGill-Queens pp.83-115.Keil, Roger and Julie-Anne Boudreau. 2005. "Is there regionalism after municipal amalgamation in Toronto?" City 9(1) pp. 9-22.

Session 2. Solutions for Risk Management and Local Sustainability

Brownfield Redevelopments: Risk Management for Residential Reuse
Kristen R. Yount Northern Kentucky University

Urban populations are growing. Whether due to increasing in-migration of workers seeking jobs or retirees returning to – or discovering – urban areas as places to live that reduce their car dependence or provide amenities, in-migration to urban centers in the US now exceeds outmigration rates. At the same time, cities have seen accelerating redevelopment of brownfields and abandoned land despite limited demand pressures in most settings. Need for new property tax revenues may be driving such efforts, but other factors, including financial disclosure requirements that raise the costs to companies of "mothballing" their old factories, also contribute. The convergence of these trends poses heightened risks in the residential re-use of brownfields. The risk management problem arises from the high cost of removing all pollutants from contaminated sites and reliance on "risk-based corrective action" (RBCA). This approach leaves some contaminants in place and poses the long-term burden of maintaining the engineering and land use controls that are instituted in order to limit the risks they pose to human health and the environment. This paper will examine the long-term risk management issues associated with RBCA-based reuse of industrial sites for residential development. It will be based on case evidence collected by the author in a decade of research on brownfield risk management undertaken for EPA. Discussion will address information losses in successive transactions, the limits to the utilization of environmental insurance for prospective risks, possible roles for lease-based housing redevelopment rather than property sales, and the pros and cons of other risk management options for different types of housing development. The paper will conclude with an assessment of the net benefits from a sustainability perspective of urban brownfield conversion to new housing.

Stormwater Utility: Financing clean water in small but expanding Phase II communities
Rebecca L. Kauten Black Hawk Soil & Water Conservation District

Phase II of the Federal Clean Water Act requires cities with populations of 100 000 or fewer to comply with stormwater management regulations. Forty-three cities in Iowa are impacted by this statute and many are turning to stormwater utilities as a funding mechanism. This paper outlines the federal requirements for Phase II compliance; funding options available and examples of possible implementation practices. Examples of structural and non-structural best management practices (BMPs) are based on recommendations within the draft Statewide Urban Design and Specifications (SUDAS) manual. Once finalized, this manual will serve as a statewide model for developers and engineers to incorporate on-site treatment and management of stormwater runoff in structural design practices. Recommendations were also based on interviews from four other Phase II cities on how to structure a stormwater management program. Cities interviewed include Union, Ohio; Griffin, Georgia; and Bettendorf, Iowa. The paper concludes with guidance for a growing city, Cedar Falls, Iowa, as it outlines an initial plan for a comprehensive stormwater management program. These recommendations are such that they may be incorporated by any Phase II city in Iowa, with Cedar Falls as the model.

Sustainability through Disaster Resistance: Resiliency, the Fourth Indicator
Allison F. Houlihan University of Louisville

The three traditional indicators of community sustainability are economic, social and environmental health. This paper argues however in light of recent migration trends and their subsequent increase in urban development in and around areas prone to natural hazards in the United States it is imperative that a fourth indicator community resiliency now be considered a fundamental component of sustainability. Community resiliency, cultivated through natural hazard mitigation measures intended to strengthen a community's resistance to natural disasters, contends with issues that cut across social, economic, and environmental lines. Policy makers, community leaders, and the public cannot afford to disregard this emergent component of sustainability. This paper identifies recent migration trends within the United States and their implications for hazard risk and vulnerability. It shows that the broad community objectives of economic development, social well-being, environmental health and resource protection are intimately linked with a community's capacity to reduce or eliminate long-term risk to people and property from hazards-related disasters. It asserts that true sustainable development applies the principles of sustainability to the practice of hazards mitigation. This paper examines the current approach towards development in the United States and the premises for which coping with natural hazards is based and argues that it disregards the relationship between sustainability social resiliency and loss reduction. It addresses the connections between changes in land use, settlement policies, population distributions and the associated ecological degradation and dramatically increased levels of hazard exposure and vulnerability. Finally, this paper presents a vision of sustainable communities with disaster resilience as a key element and discusses the necessary policy initiatives for its facilitation and implementation.

Assessing the costs and benefits of remediating lead poisoning in urban areas
Lyke Thompson Wayne State University
Marjorie Sarbaugh-Thompson Wayne State University
Tsivia Finman Wayne State University

Urban environmental problems are often left unremedied because of the cost. The massive cost of eliminating brownfields, ending car emissions or abating lead poisoning often cannot compete with other public budget priorities. To overcome these barriers, we must first understand the cost of not correcting these problems. What is the cost of these environmental problems? This paper seeks to understand the cost-benefit equation for one environmental problem in Detroit— lead poisoning. This paper seeks to update and extend past cost-benefit studies of lead poisoning to help understand what interventions are likely to be cost beneficial in the present.

Session 3. From Research to Action: A University-Funder-Community Partnership

Colloquy comments
>   David W. Bartelt Temple University

{Colloquy will examine The Metropolitan Philadelphia Indicators Project, a partnership between a major urban public university, a major regional foundation and numerous non-profit organizations in greater metropolitan Philadelphia.}Expectations and rewards: university, community, and funder expectations meet the realities of the university reward structure. I will begin with the following proposition: pursuing the civic "good" is uneasily translated into academic recognition. A major tension in any productive relationship between a university and an external community (as well as with funders) arises from the inflexibility of traditional academic reward system in the face of non-disciplinary venues for research and publication. My contribution to the colloquy will begin with a brief restatement of the basic quandary facing many outreach efforts– that university-community partnerships might be appreciated but are relegated to the limited category of "service" when individual or departmental contributions are used as a basis for rewards especially tenure promotion merit increases and the allocation of faculty positions. After some further reflections on the roles of academic tradition as well as internal university budget/fiscal practices I will focus on the ways that MPIP seeks to address some of these issues and ultimately what it has found to be the limits of such approaches.

Colloquy comments
>   Barbara Ferman Temple University

My comments focus on the Civic Partner component of MPIP, an effort to increase the utilization of MPIP data by community based and other non-profit organizations in the Philadelphia region while simultaneously building the capacity of these organizations to address pressing issues facing their communities. Specifically, my comments will address the goals, mechanics, promises, and challenges of this new and somewhat novel arrangement. The Civic Partner component represents a new and promising shift in MPIP's direction. Working closely with a select group of community-based and other non profit organizations on issues identified by these civic partners, MPIP has the opportunity to build on and blend the varied expertise and resources of the university and civic partners thereby strengthening the capacities of these civic organizations while allowing for the exploration and development of innovative solutions to pressing policy problems. In addition to fostering important linkages between the University and the community, this component of MPIP also brings the funder into the partnership nexus as the selection of civic partners is being done jointly by MPIP researchers and foundation executives. This novel arrangement holds both promise and challenges. The promises include: strengthening the capacity of non profit organizations to respond to pressing problems;

enhancing the quality of bottom up solutions to community problems; increasing social capital in the community; influencing the way funding decisions are made. The challenges include: unrealistic expectations on all sides (university, civic partners, funder); juggling the competing agendas and priorities of the three entitities; funder cooptation.

Colloquy comments
David Elesh Temple University

I will focus my comments on collecting and using the data of the Metropolitan Philadelphia Indicators Project from a policy perspective. MPIP has collected data for the past three years and it will continue to do so.   From its beginning, MPIP sought data in 14 different areas which reflect aspects of the quality of life in region. While our choices were guided by an Advisory Committee with members from nonprofits, local government, and academic institutions and with a general view of their potential relevance to policy questions, they were not chosen with any particular policy or the needs of any specific group or organization in mind. To facilitate its use, we have made our data freely available through our website, and, on an ad hoc basis, we have worked with a variety of groups on analyses tailored to their needs. In the next phase of the project, we will move in two directions simultaneously to promote the use of our data: (1) we will build an interactive website which will allow users to map and to analyze the data as well as to download them; and (2) we will work with a small group of nonprofit civic partners selected, in part, because they have sufficient size and stability to have the organizational capacity to analyze the data to support their policy objectives. In both cases, however, we expect that users will often require some assistance in thinking about how the data can be applied to their issues. In addition, both efforts may lead to requests for data beyond those we have collected. Both efforts also may lead to offers of contributions to our database which may have general appeal but for which we may not be able to provide assurances of quality. We would be interested to learn how others have dealt with these issues.

Colloquy comments
Carolyn T. Adams Temple University

The Funder Connection: I will focus my comments on the special relationship between the Metropolitan Philadelphia Indicators Project (MPIP) and the foundation that has provided $2 million over five years to support the project. The foundation's investment in MPIP reflects a change in its direction that started in 2000 when the foundation began funding projects to collect and analyze data that could underpin efforts to change policy directions in the domains in which it worked. I will explore three points of tension in the relationship between the university and the funder, which occur in many university collaborations with outside actors: Both the foundation and the university researchers are committed to providing objective information that is credible to all outside groups regardless of their policy positions. At the same time, however, the funder wants to see the information used to promote policy change. As university researchers, we have devised a way of supporting advocacy work without ourselves becoming advocates. The foundation favors putting information resources at the disposal of organizations that are large enough and stable enough to pursue social policy change (not focused solely on keeping the organization afloat). Yet we are committed to democratizing the distribution of data to smaller, less sophisticated data users as well. From the outset, this project's guidelines have included making data easily accessible to all users who visit our website. However, by making our resources freely available, we are undercutting our ability to sell data products in order to create as revenue stream. We are exploring ways to fund our project long-term.

Session 4. Culture, Identity and Place

Planning and Cultural Diversity in White Center, WA

Michelle C. Kondo University of Washington

American society is now dealing with a growing number of issues with explicit cultural dimensions as immigration from a broader set of locations occurs. This growing cultural diversity can be felt throughout metropolitan areas; neighborhoods not just within the urban core, historically termed 'ethnic enclaves,' are home to increasingly ethnically diverse populations. This growing attention to cultural diversity poses an emerging challenge for planning as can be revealed by language and other participatory barriers in the planning process questions about representation and use of 'cultural translators ' the role of culture-based grassroots organizations and culture-based zoning and regulatory conflicts over architectural style or urban form (including siting of sacred or religious sites). Previous research has shown that a planning practice sensitive to cultural difference requires recognition of cultural assumptions and norms of planning and communication, and seeking out ways to incorporate cultural understanding into the planning approach. It also requires recognition of ways that fear manifests itself in society, and ways that power influences the planning context. I wish to provide a grounded understanding of these challenges for planning in a neighborhood such as White Center that is home to multiple – dozens – of ethnic and cultural groups. I focus my research on the planning process in White Center, an unincorporated area of King County that is faced with the challenge of choosing an affiliation – annexation to Seattle or annexation to the smaller City of Burien – due to budget constraint and the increasingly limited ability of King County to provide the area with services. I will investigate the following questions within White Center's annexation planning process: Does cultural difference matter in the planning process in White Center? If so, how does it matter? How do cultural translators facilitate accommodation of cultural differences in planning processes? How can cultural translators use cultural differences as a resource in democratic communication?

Both/And: Local and Global Place in False Creek North, Vancouver

Nico Larco University of Oregon

In the past few decades Vancouver B.C. has becomes increasingly engaged with globalized forces of capital and culture as it has seen a decided increase in the number of transnational corporations the amount of foreign direct investment and the number of foreign nationals living and working in the city. In conjunction with this has come an increase in both the scale and funding of development projects in the city, most notably the False Creek development located on the south side of the central city core. False Creek is a redeveloped industrial area covering over 200 acres and funded largely by Li Ka-shing, a Hong Kong billionaire. This development is the product of a charged mix of local and global influences and has been fundamental in re-casting the identity of the city. This paper investigates how physical development in the False Creek North area of Vancouver, B.C. mediates and interlaces local and global conditions in the creation of identity and place. Of specific focus is the planning, design, and development process and its affect on the current reality of this area. The paper also compares this development and questions of global/local identity with similar revitalized post-industrial sites around the world.

The expression of ethnic cultural difference within the built form
Yasminah Beebeejaun University of the West of England, Bristol

There is an ongoing recognition of the necessity for urban planning to engage with difference within society and to reflect this more effectively (Healey 1997 Thomas 2002 Reeves 2005). While there is little to suggest that ethnic and racial groups have become equal members in planning processes, progress has been made to include such groups within participatory exercises and to reflect this within policy-making (Higgins et.al. 2004; Reeves 2005). Nevertheless, concerns about the nature of such practices remain. Whilst attention has been paid to the contested nature of space and built form within multicultural cities (Keith 2005) this has often focused upon the right of minority groups to be recognised for example through the construction of places of worship (Sandercock 1998 Gale & Naylor 2002). This paper focuses upon the mediation of place and identity within the design of urban areas perceived as possessing a minority ethnic identity. It argues that whilst good intentions often underlie the design requirements of planners and developers that such design may reflect a superficial understanding of cultural identity. Using three cases, two from the UK and one from the US, this paper explores the complex relations between planning and design of the built environment and ethnic identity. It emphasizes the negotiated relationship between ethnic identities and the design of the built environment (see Keith 2005 and Neill 2005). In particular, this relationship is often expressed through planning policy-making processes, which reveal how ethnic difference has become a cultural commodity rather than a political identity. This paper argues that such policy is written within a framework where ethnic and racial minority groups become exoticised or perceived to be significantly different from the majority of society. This leads to fine grained attention on how ethnic cultures can and should be incorporated in planning policies, which although seemingly inconsequential (for example, the design of shutters), speak of the continuing marginalisation of ethnic and racial minorities within the planning process. The paper concludes that ethnic and racial minorities become understood by planners through a lens of difference, which acts to focus attention on particular elements of culture as expressed through physical form.

A Place of Many Cultures
Allen B. Brierly University of Northern Iowa

This study presents a formal analysis of historical forms of urban design, with attention to the contributions of western and non-western cultures in the theory of planning. This research emphasizes the accumulative importance of Egypt, Greece, Rome, China and India for understanding the planning and design of urban communities. From circular cities to the now familiar county-township transportation grid, the basic findings reveal the significance of core expansion to urban design. By emulating colonial influences from England France and Spain more current examples such as Philadelphia New York Savannah and Indianapolis may be studied and better understood for the purposes of historically preserving urban plans as communities deliberate their own designs for modern living.

Session 5. Community and Neighborhood Development I

Civic Regionalism: Community Workforce Agreements and Federal Transportation Law
Todd Swanstrom Saint Louis University
Brian Banks Banks Consulting

Many scholars have faulted the new regionalism for supporting forms of top-down planning that result in policies that are inegalitarian. We examine a case of bottom-up regionalism, or what we call "civic regionalism" and evaluate its potential. The recent reauthorization of federal transportation law SAFETEA-LU (2005) included a provision encouraging regions to negotiate local hiring agreements that would target jobs to women, minorities, and disadvantaged communities. This paper tells the story of the how the Transportation Equity Network (TEN) was able to insert that language into the federal legislation and how community-based organizations (CBOs) have attempted exploit the opening by negotiating local hiring agreements in different regions around the country. Shortages in skilled construction trades create an unusual opportunity, we argue, to link low-income communities to the job opportunities opened up by large federal transportation projects. However, there are many barriers to successful linkage between transportation, job training, and community development. Perhaps the greatest barrier is the political difficulty of CBOs penetrating the policy networks that control federal transportation monies and decision making. Based on newspaper articles, public documents, and interviews with participants, we examine efforts in a number of regions to negotiate local hiring agreements. Based on these case studies, we draw conclusions about the future of targeted regional hiring agreements as a form of civic regionalism.

Dynamic Neighborhood Development: Linking Schools, Families, and Housing in Portland, OR

Melissa J. Peterson Enterprise Community Partners
Timothy J. Peterson Messiah College

Portland has become a successful model for urban design, with an elaborate combination of mixed-use development, an extensive public transit system, and several neighborhood centers linked throughout the metropolitan region. These successful developments have been accompanied by escalating real estate prices, increased income disparity between center city residents and inner-ring suburban citizens, and a dispersal of community resources as isolated organizations and public offices seek to address a wide variety of social and economic needs within the metropolitan region. This paper highlights a community development model built around collaborative investment of public and nonprofit partners in coordination with public schools to positively impact neighborhood development, school stability and growth, and the maintenance of affordable housing options for families within the urban center. Four case studies are utilized to illustrate the application of the model in different neighborhoods, using an array of community resources, public-private partnerships, and strategies to support families and enhance public schools and social service provision within these neighborhoods. The effort was created as a city council initiative before building momentum through a wider community engagement and decision-making process. Results varied among the case studies, but all provide illustrations of how the framework can be effectively utilized in promoting school and family stability in the midst of a changing urban landscape.

The Impact of Human Capital Development on Achievement of Savings Goals in IDAs: Four Cases in Arkansas and Mississippi

Mukesh Kumar Jackson State University
Angela Gobar Jackson State University

One of the outcomes of the growing preference of asset-based strategies over income-based approaches in poverty alleviation programs since the late 1990s has been the Individual Development Accounts (IDAs). Introduced by Michael Sherraden in 1991, IDA programs have become relatively popular. The components of this program vary from state to state and from

one sponsoring institution to another in terms of relative programmatic emphasis they place on purposes of savings. While some focus primarily on homeownership and small business startups, others focus on higher education and job training programs. This research is the first attempt to analyze the results achieved by these programs. We analyze four IDA programs in urban areas, two each in states of Arkansas and Mississippi to explore the nature of emphasis each program places on human capital development and the results of these programs on the long-term success of program participants. The analysis involves survey of program participants, focus group interviews of administrators at four sponsoring institutions, content analysis of program documents, and analysis of secondary data collected by the sponsoring institutions. The research presents an in-depth account of experiences of IDA programs in general and role of human capital development components of the programs in particular to address the unanswered issue of long-term successes of participants in IDA programs.

Meeting the Needs of Dynamic Chicago Communities: Learning from the New Communities Program
David Greenberg MDRC
Nandita Verma MDRC

This paper describes a new study design to understand strategies that may be associated with greater outcomes in community comprehensive community development practice. It is built on research, sponsored by the MacArthur Foundation, to understand the New Communities Program, a 10-year, $100 million commitment to promote revitalization in 16 Chicago neighborhoods. Working through the Local Initiatives Support Corporation (LISC), the NCP model emphasizes comprehensive, participatory planning, collective implementation, and capacity-building among local organizations and individuals. It is based in part in the understanding of communities as dynamic systems, where immigration only adds to neighborhood's complexity and its assets. Although considerable normative literatures address NCP's goals (community-capacity building and comprehensive development), little empirical research has explored neighborhood strategies that lead to greater implementation of community plans. In part, this is because the structure of many Comprehensive Community Initiatives (CCIs), upon which NCP is based, have often worked in single neighborhoods among different cities, often facilitated by different intermediaries. This programmatic structure has made systematic observation difficult. In contrast, because NCP is situated in a single city, it holds programmatic context more constant. NCP also provides variation in economic context, agency capacities, inter-organizational capacities, and strategies employed by groups. As such, implementation analysis may be able to address preliminary questions about the relationship between strategies the strengthening of institutional networks and implementation outcomes. Our paper will: (a) provide an overview of the evaluation's innovative approach for examining the inputs and outcomes of this initiative and (b) provide preliminary insights about organizational characteristics and strategies in pre-planning, planning, and implementation that might be demonstrated to show greater outcomes over the course of the initiative. It will close with thoughts about implications for measuring both inputs and outcomes within similar community initiatives.

Gentrification and Neighborhood Change: Lessons from Atlanta
Michael J. Rich Emory University
Kelly Hill Emory University
Michael L. Owens Emory University

This paper will examine the social dynamics of neighborhood change in gentrifying neighborhoods with an emphasis on understanding on how Community Development

Corporations and other community-based organizations can best understand, plan for, and manage this change. The study will focus on six neighborhoods in the city of Atlanta in various stages of gentrification. The analysis will be based primarily on original data collected from 100 face-to-face resident interviews in each of the study neighborhoods. In addition, to set the context for the analysis and to better understand current neighborhood dynamics, data will be collected from conventional sources (e.g. decennial census) for each study neighborhood and interviews will be conducted with key neighborhood leaders and others knowledgeable about gentrification and social change in the study neighborhoods (e.g. CDC directors and staff, CBOs and other nonprofit organization leaders and staff, local officials voluntary and civic associations, etc.).The resident interviews will gather information on a variety of topics including respondent demographics (race, age, gender, education, income, housing tenure and type, length of residence in neighborhood, etc.), a series of questions on neighborhood conditions and trends and residential mobility, social capital (bonding and bridging variations), political participation (particularly in neighborhood politics), and knowledge and assessment of community-based organizations working in the neighborhood. Interviews with neighborhood leaders will collect information on similar topics, including neighborhood conditions and trends, social capital, political participation, neighborhood leadership and problem-solving, and specific programs and initiatives underway to address gentrification and the social dynamics spawned by neighborhood change. The analysis will focus on understanding the social dynamics of neighborhood change in gentrifying neighborhoods and identifying the practices that seem to be most strongly associated with low levels of conflict.

Session 6. Innovative Strategies for Addressing The Needs of Changing Communities

Early Learning Opportunities and Community-Based Development: Lessons from Southwest Detroit

Kristine B. Miranne Wayne State University
Amber Daniels Southwest Solutions
Linda Stone Wayne State University

(Innovative Urban Policies and Programs for Immigrant Populations) (The research presented reveals how public policies directly impact the types of services and opportunities available to various immigrant groups and the strategic responses to current reforms.). The Southwest Early Childhood Collaborative is a community collaborative comprised of 20 early childhood service agencies representing center- and home-based providers and 15 community agencies located in southwest Detroit. Formed in 1999, the collaborative facilitates community-based planning and the provision of coordinated services for families with young children. The shared common vision focuses on creating a community that ensures all young children have the opportunity to thrive and be successful in their academic career. The area served is predominantly Hispanic/Latino, low-income, and poorly educated. Focus groups conducted with key stakeholders (early child care and education providers, front line staff from agencies/organizations, faith-based organizations, business leaders, and families) directed the goals and strategic objectives leading to action steps needed to meet the challenges outlined by the community. At the same time the collaborative builds on the strengths from the area served to 1) support programmatic systemic and policy efforts to support effective parenting and child-rearing; 2) support efforts to expand and enhance early childhood education programs that recognize the cultural diversity in southwest Detroit; and 3) advocate for family-friendly community development. This paper will detail the process of how the collaborative was built,

outline the projects funded through the collaborative, and detail the accomplishments (and failures) over the past few years. Findings will also address public policy implications and recommended best practices strategies.

Continuity and Change in Community Response to Immigration

Marcia Bok University of Connecticut
Louise Simmons University of Connecticut

(Innovative Urban Policies and Programs for Immigrant Populations)(The research presented reveals how public policies directly impact the types of services available to immigrant groups and the strategic responses to current reforms). Despite nostalgia that this is a nation of immigrants, immigration policy in the U.S. has always embodied political and economic considerations, in combination with ambivalent and even xenophobic tendencies from the American people. Today we are immersed in an immigration debate that has elements of past experiences, as well as new features based on current conditions. This paper discusses historical similarities and differences in immigration patterns and societal conditions, and attempts to show how community response reflects these new and old elements. Today there are changes in demography and greater dispersion of immigrant populations; and lack of agreed upon current federal legislation has led to increased local reaction, positive and negative, around immigrant issues. Currently, integration and multiculturalism rather than assimilation are preferred adaptations; and while a growing industrial nation absorbed unskilled immigrant populations, contemporary post-industrial society has different labor market conditions. In addition, there are negative attitudes toward social programs based on neoliberal assumptions. These and other changes have resulted in new and different community responses, which will be addressed in this paper. These community responses form a continuum from direct services and advocacy, grassroots organizing, indigenous leadership development and community building, through social action and public policy development. The participation of diverse groups, including ethnic media, unions, legal aid groups, local community organizations, the faith-based community and social workers are a promising feature of the growing immigration movement. This paper explores likely outcomes of the current immigration debate.

Hmong Household in Public Housing: Fit or Fantasy?

Marilyn J. Bruin University of Minnesota
Sarah Bellefuil University of Minnesota

The Hmong are an aboriginal tribe of Southeast Asians who supported the United States during the Vietnam conflict. In December 2003, the U.S. state department agreed to accept application for resettlement of 15 000 Hmong from the Wat Thamkrabok refugee camp in Thailand. The Twin Cities has the highest concentration of Hmong households among metropolitan areas in the United States. As St Paul prepared for the additional Hmong refugees from Wat Thamkrabok in 2004, the city agreed to accept Hmong refugees who had independently secured housing with family and friends previously settled in St Paul. By 2006, many St. Paul family homeless shelters are housing a large number of 2004 resettlement refugees. Without viable credit and rental histories, St Paul Public Housing struggled to place them in public housing. A comprehensive tenant education program was adapted for Hmong families. This presentation describes the education program as well as data from 71 Hmong families about their experiences in metropolitan public housing. Household size ranged from three to ten members, mean was seven; the average number of children was five. Eighty-five percent are married with a spouse present. Almost 30% (29.2) had been without adequate housing the previous year; only three of the respondents who reported having been without adequate

housing had stayed at a shelter. When asked about current housing, 74.3% rated it poor or fair. In contrast, a slight majority (50.7%) rated their current neighborhood as good, very good, or excellent. Discussion: It does not appear that the Hmong families making their way into public housing were the same families served by homeless shelters. It is puzzling that contrary to other research on the residential satisfaction of low-income households, the Hmong in public housing in St Paul are more likely to be satisfied with their neighborhood than with their housing unit.

Housing hardship and food insecurity: Understanding the experiences of Latinos in small Midwestern towns
Christine C. Cook Iowa State University
Kimberly A. Greder Iowa State University
Steven Garasky Iowa State University
Yoshie Sano Oregon State University
Bruce C. Randall Iowa State University

Housing hardship and food insecurity are two of the most immediately pressing problems facing newly arriving Latino families. This research focused on identifying the housing circumstances of Latino families categorized as food secure and food insecure. In addition, the role of social support was investigated to capture the role of family and kin assistance in providing food and housing to families. In all, 48 respondents living in nonmetropolitan counties were interviewed and both quantitative and qualitative data were collected. More than half of the households interviewed were food insecure; that is, they did not have access at all times within the past year to enough food for an active, healthy life. Multiple forms of social support and financial support were more prevalent among food insecure households than among food secure households. Formal social support from community agencies was utilized more often by food secure households than by food insecure households. Although social support from kin was identified as a strength that helps families find shelter, to live affordably families often chose substandard, deteriorating, inadequate housing; chose housing that was small with too few bedrooms to accommodate family needs; moved to cheaper housing as it became available; and accessed social support networks predominantly of kin to "make ends meet". This project has been funded in part by the United States Department of Agriculture, Agricultural Experiment Station through North Central research projects NC-223 and NC-1011: "Rural Low-Income Families: Tracking their Well-Being and Functioning in the Context of Welfare Reform ."

Setting the table: the formation of the Seattle-King County Food Policy Council
Branden M Born University of Washington

Food systems-the products and relationships that make up food production, processing and distribution, access and consumption, and waste recovery/disposal-have traditionally been ignored by urban planning. This has begun to change. One of the primary tools for examining local food systems and driving policy change in communities across North America has been the Food Policy Council. These councils typically are comprised of representatives from multiple stakeholders in the food system, and advise government and the private sector in matters of food policy. Seattle hosted the national conference of the Community Food Security Coalition in 2002, and since then a growing group of food system advocates, businesses, volunteers, and academics have been meeting to develop and organize a local food policy council. This paper will describe those activities, and contextualize them in the larger conversation of participatory democracy and urban governance. It will discuss food policy councils and how different regions have established different styles of councils, and give an update on where the local FPC is in that process as well as reflect on opportunities and barriers for communities looking to solve food policy problems.

Session 7. Where Are the Original Residents of HOPE VI?: New Findings on Mobility and Neighborhood Outcomes

Colloquy comments

Jennifer T. Comey The Urban Institute

Elizabeth Cove The Urban Institute

Larry Buron Abt Associates

Diane Levy The Urban Institute

Rachel G. Kleit University of Washington

Debi McInnis Abt Associates

HOPE VI was intended to address the myriad problems associated with severely distressed public housing developments, including social distress and blighted neighborhoods. It was also intended to transform public housing, replacing traditional developments with mixed-income housing funded through mixed-finance partnerships. More than a decade after the program began, there is increasing evidence that HOPE VI has revived neighborhoods and changed the nature of public housing in many cities. However, the benefits for original residents are less clear; many have suffered as a result of poorly planned relocation and relatively few are living in the new mixed-income developments. This panel will use findings from the final wave of the Urban Institute's HOPE VI Panel Study, the only national study on outcomes for original residents, to describe how HOPE VI families have fared and the implications of this research for addressing the housing and community needs of the poor. The panel address four key issues: mobility patterns and neighborhood outcomes of relocated families; the consequences of housing authorities having relied on vouchers for relocation—an increasingly risky strategy in a time federal cuts to the voucher program; how the ways that living in safer neighborhoods affects other outcomes for families—health, mental health, employment, and children's well-being; and whether HOPE VI-ing a development has led some families to lose their housing assistance. Whether or not Congress overrides the current administration's efforts to end the program, the HOPE VI experience will inform future relocation and housing development practices; already aspects of it have been taken up by housing authorities, city officials and private developers well beyond the program itself. Lessons from the Panel Study can inform the debate over how to move forward with efforts to improve the circumstances in which disadvantaged families live and the opportunities they are afforded.

Session 8. Advances in Data Analysis of Housing Dynamics

Measuring Housing Impacts with Spatial Hedonic Models

Julia Koschinsky University of Illinois at Urbana-Champaign

Public and private funders of affordable housing need effective methodological tools to help decide whether their investments are having measurable impacts. A key methodological challenge in this context is the isolation of housing program impacts from those impacts that would have occurred independently. Interrupted time series research designs and spatial hedonic regression models are increasingly employed to meet this challenge. Despite its growing application, the reliability of this approach and its robustness to alternative spatial

specifications and estimation methods has not yet been tested. Using 10-year data for the city of Seattle, WA as a case study, this paper addresses this important research gap. The paper applies the most common adjusted interrupted time series research design (George Galster et al.) to address the research question whether subsidized housing has an impact on property values of nearby single-family homes. It critically assesses the spatial fixed effects hedonic regression model, which implements this design, and compares it to state-of-the-art spatial regression models. Arial images and new spatial tools are used to analyze and visualize the large dataset. The goal of this paper is to shed light on dynamics that are usually treated as a methodological black box in the literature. Preliminary findings indicate that the predominantly used models to assess housing impacts suffer from important weaknesses that should be addressed. The paper specifies what these weaknesses are and how they can be confronted in order to assess affordable housing impacts more accurately.

The Meaning of HMDA: The Link Between Urban Data and Urban Change
Heather I. MacDonald University of Iowa

The construction, analysis, and dissemination of information is integral to policy reform efforts, but we have paid less attention to information systems as institutions than we have to the substance they contribute to policy debates. This paper focuses on the institutionalization of one information system (mortgage lending data), and examines how it has contributed (or not) to urban policy change. Mortgage lending data has been entwined with significant urban policy change since the mid-1970s. The Home Mortgage Disclosure Act (HMDA) has been significantly revised twice, and supplemented with data on federally-sponsored secondary markets and private mortgage insurers. Simultaneously, financial industry reforms have transformed access to capital in many communities. Data appears to have "driven" significant policy change. Although the expansion in official statistics on mortgage lending was certainly accompanied by major policy changes, it is unclear precisely what (if any) causal role HMDA data played in this reform, and how it had these effects if it did. Publically disclosed data is limited, and each expansion still left the "true" causes of observed lending or purchasing patterns out of reach of analysts. Did HMDA provide a sufficient basis for fundamental reforms? Or, was it valuable in less direct ways, such as changing legislators' overall perception of the problem? Finally, how did the particular way in which mortgage lending data was institutionalized, affect the nature of the changes that ensued? These are the questions this paper addresses, using legislative hearings, participant interviews, and key examples of data analyses. Finally, the paper draws more general conclusions about how the institutionalization of information systems shapes (and constrains) policy change.

The Impacts of State Growth Management Programs on Housing Markets in the 1990s
Ming Yin University of Louisville

Recently, a small number of empirical studies (Carrthers 2002; Yin et al 2004; Anthony 2005) examined the impacts of State Growth Management Programs (SGMPs) on housing prices. However, none of them controlled spatial dependence of housing prices and examined the interjurisdictional spillover effects of the SGMPs on housing markets. Because of "spatial dependence" and "spatial heterogeneity" the assumptions of OLS regressions would be violated, and thus the estimates of OLS regressions would be biased. Additionally, some scholars believe that the SGMPs might restrict local housing supply, accelerate growth in housing prices, and thereby push some people migrate to nearby states, which would cause spillover effects on housing prices in these states. For example, Fischel (2002) argued that the adoption of the SGMP in California caused high growth rates of housing prices in nearby western states. Thus, further research is needed to help academic scholars and policy makers

understand the impacts of SGMPs on housing markets. This paper will capture the interstate spillover effects of SGMPs on housing prices and examine the impacts of SGMPs on housing prices using spatial econometrics introduced by Anselin (1988), Anselin L and Bera AK (1998), and LeSage (1998). This paper will mainly include three aspects. First, such tests for spatial dependence as Moran's I and Lagrange Multiplier will be made. Second, Moran's I statistics will be transferred to Moran Scatterplot Map, providing a geographical representation of spatial association between jurisdictions in terms of growth rates in housing prices. Finally, some spatial econometric models will be separately built at state and metropolitan levels. As for the spatial econometrical models, dependent variable contains the percentage changes of housing prices from 1990 through 2000. Conventional Mortgage Home Price Index (CMHPI) data Median Housing Prices from Census Bureau and Median Home Prices from National Association of Realtors (NAR) will be used to calculate this variable and to make a comparison on regression results because each data set has its own advantages and disadvantages (Haurin and Hendershott 1991; Stephens et al 1995; Yin et al 2004). The models will control construction costs, employment, wage, property taxes, recreational services, regional locations, and previous housing price trends in the 1980s as well as the presence of SGMPs. Spatial weight matrices in the model contain first order contiguity relations or functions of distance. Some other key data sources include Census data, the book BOECKH Building Cost Index Numbers, and the book Places Rated Almanac.

Property Tax and Large-lot Zoning: Are There Fiscal Incentives in Local Governments' Land Use Decisions?
        Jian Sun University of Louisville

Local governments in the US rely largely on their own revenue, especially property tax, to finance public services. The fiscal zoning theory states that this reliance causes those local governments with zoning power (counties and cities) to zone their vacant land for the large-lot, high-value, single-family residential use, especially in the suburban areas. This study uses regression models to examine empirically whether local municipalities' reliance on property taxation has an impact on their residential zoning decisions in US suburban areas. Based on the fiscal zoning theory, the hypothesis is that if a local suburban city with zoning power relies more on its own property tax to finance its public services, it is more likely to zone its vacant land for business and industrial uses. When residential use is needed, large-lot single family houses are preferred, and therefore higher housing values will be observed. As my hypotheses show, my testing of the fiscal zoning theory turns into one that examines the relationship between house value and a fiscal variable measuring local governments' reliance on property tax revenue. My empirical study will be a cross-sectional one using 2000 data. Suburban cities in the US metropolitan areas will be examined. Inter-jurisdictional regression models will be established in which housing value of local suburban municipalities is regressed on several independent variables, including the fiscal variable, wage, employment, construction cost, amenities, school qualities, and so on. Information of some of the independent variables is collected at the metropolitan level, others at the local level. Under the fiscal zoning theory, the fiscal variable should be positively associated with the housing value. If the empirical analysis generates expected results, the conclusion can be reached that the fiscal status of suburban local governments does impact their zoning decisions in a way predicted by the fiscal zoning theory. This study will shed light on the relationship between local public finance and land use planning. Large-lot zoning has been criticized for low-density development patterns and segregation. If the hypothesis test proves that the fiscal incentives do have an impact on local governments' zoning decisions, then any policy aimed at increasing suburban density or promoting racial/income integration has to consider local government's fiscal constraints. Changing large-lot zoning practices could result from changes in the local public financing system, such as

replacing the property tax with other local revenue sources, and increasing transfers from higher-level governments.

Job Change, Job Distance, Commute Time and Household Movement
David W. Chapman Old Dominion University
John R. Lombard Old Dominion University

Commuting distance and commuting time are a matter of daily life in urban, suburban and rural areas. Previous research generally accepts that employment and housing choice are largely related, including the relationship with job change when households opt to move from location to location within the same geographic area; however, the relationship between employment and location of household residence has not been fully examined using national data for a large number of narrowed demographic and locational factors. Using information derived from the 2005 2003 and 2001 American Housing Surveys this study identifies respondents across the surveys that either stay in the same housing unit and do not change jobs; stay in the same housing unit and change jobs; move to another dwelling and change jobs; and move to another dwelling for reasons other than employment. Using descriptive techniques and regression analyses, households were examined on their job travel and commute times changes, as well as demographic factors to determine the differences associated with housing unit moves. Although the findings generally reflect previous studies regarding a relationship between employment and location of household residence (education, income, gender, and ethnicity differences), a number of significant and non-significant results may call some previous conclusions into question and provide opportunities for further research.

Session 9. Mixed Income and Mixed Race Community Contexts

Early Resident Experiences at a New Mixed-Income Development in Chicago
Mark Joseph Case Western Reserve University

Mixed-income development is a promising urban revitalization strategy that is being implemented across the U.S., most notably through the HOPE VI program.   The creation of mixed-income developments has been used to attract residents with higher incomes back to the inner city while maintaining affordable and public housing for lower income residents. It is hoped that through this strategy, the local neighborhood economy and infrastructure can be revitalized and strong social networks can be re-established. In 1999 the Chicago Housing Authority (CHA) launched the ten-year "Plan for Transformation" that will demolish all high-rise public housing developments in the city, disperse public housing residents throughout the metropolitan area, and relocate about 6,000 households into ten mixed-income developments containing about 17,000 total units of housing. This paper presents findings from the first study to examine in detail the creation of one of the new mixed-income developments in Chicago under the auspices of the Plan for Transformation. Jazz on the Boulevard began receiving residents in August 2005 and should be fully constructed and occupied early in 2007. An important contribution of this case study is that it is guided by an explicit theoretical framework about the potential of mixed-income development as a strategy to confront poverty. This paper investigates early resident experiences in the new development drawing on in-depth interviews with residents from all housing types: former public housing residents, subsidized renters, and market-rate owners. Topics explored include residents' reasons for choosing to live in a mixed-

income development, their expectations for life in the development, and their early experiences in the development and neighborhood.

Destination Neighborhoods of Multi-Move Families in the Moving to Opportunity Demonstration

Tom Kingsley The Urban Institute
Kathryn Pettit The Urban Institute

The Moving to Opportunity demonstration (MTO) was designed to assess the benefits of one approach to deconcentrating poverty. The participants, predominantly minority families all living in inner-city assisted housing projects, were enrolled between 1994 and 1998. Those randomly assigned to the experimental group were given a Section 8 voucher that would cover a large share of the rent if they moved to a private apartment along with counseling and help finding a unit, but they were required to move to neighborhood with a poverty rate below 10 percent. A survey in 2002 showed that those who complied did indeed gain important benefits after their initial move. By then, however, a sizeable share had moved again and many of those moves appeared to be in the wrong direction; back to neighborhoods with higher concentrations of poverty and minority residents. This paper looks at the 2002 destination neighborhoods of these participants in more depth and finds that, in fact, they were distinctly more favorable environments than those the movers lived in before the demonstration and, more tellingly, substantially better than the 2002 neighborhoods of another group of participants: those who had also made multiple moves with Section 8 vouchers but were not required to move to a low income neighborhood initially.

Maintaining Diversity in Santa Monica's Pico Neighborhood

Deirdre A. Pfeiffer University of California Los Angeles

Although academics across disciplines have debated the factors that contribute to residential segregation and gentrification, little literature exists on the factors that enable and sustain residential integration. The purpose of this research study is to understand some of the dynamics that may contribute to long-term racial and economic diversity in urban neighborhoods. As a historically mixed community, the Pico Neighborhood in the City of Santa Monica, California is an ideal case study for this project. Since 1950, neither the white population nor the non-white population has fallen below 30% of the total population of the area, and for decades, residents have represented most income groups. This diversity is reflected in the area's housing stock, which includes single family homes, duplexes, large apartment buildings, and mobile homes, as well as in a grassroots neighborhood group, which deliberately incorporates both homeowners and renters into its governing board. Even though the city's commitment to rent control has contributed to mixed-income tenancy, newcomers continue to span the class range, from African American Section 8 recipients to first-time Latino homeowners. Based on sixty structured interviews with residents of various backgrounds, this research study will investigate the factors that have maintained diversity in the Pico Neighborhood from 1950 to the present, including the practices of public officials, private developers, business owners, and community groups. Knowledge of these dynamics not only will contribute to theoretical debates on the role of these actors in enabling and sustaining historically mixed communities, but also may help public officials and community members in gentrifying areas to act in ways that prevent resident displacement and enable long-term racial and economic diversity.

Integration Management and The New Suburban History
        Laura Pangallozzi Rutgers, The State University of New Jersey

The role of social mixing strategies in suburbs of U.S. cities with large African-American populations has long been controversial. Are integration management (IM) tactics by localities in the suburban ring truly about integration or are they a means of resisting the migration of blacks to the amenities—good schools jobs asset accumulation in a home--of the suburbs? This paper takes the long view of IM and evaluates it in light of recent work by historians of the metropolis who trace the origins of integration management to urban black containment strategies (Kruse 2005; Lassiter 2006; Self 2003). How suburban IM evolved from a race-based rhetoric for segregation--illegal in the U.S. after 1968--to class-based justification of the same outcome is addressed in the paper through archives and data from focus groups of suburban residents. Kruse K. M. (2005). White Flight: Atlanta and the Making of Modern Conservatism. Princeton Princeton University Press.Lassiter M. D. (2006). The Silent Majority: Suburban Politics in the Sunbelt South. Princeton Princeton University Press.Self R. O. (2003). American Babylon: Race and the Struggle for Postwar Oakland. Princeton Princeton University Press.

Session 10. The "Baltimore Model" of Urban Regeneration: Taking Stock After 50 Years

Colloquy comments
        Heywood T. Sanders University of Texas at San Antonio

Baltimore has long served as a national and international model of urban revitalization and regeneration. The success of the city's efforts at renewing its downtown core and the Inner Harbor are part of urban planning and development lore and legend. But now some 50 years after the initial meeting of the Greater Baltimore Committee's Planning Council, where Clarence Miles proclaimed the group's focus on "the problem of the rehabilitation of the downtown area," it is appropriate to ask what the larger implications of that focus and apparent success are, for Baltimore and those that communities that seek to emulate it.

Colloquy comments
        Donald F. Norris University of Maryland, Baltimore County

Abstract Not Available

Colloquy comments
        Marc V. Levine University of Wisconsin-Milwaukee

One of the most serious consequences of suburban sprawl in the United States has been the socio-economic polarization that has accompanied it. In particular, for the past fifty years, affluent households have "seceded" from central cities into homogeneous suburban and exurban enclaves where, as Robert Reich points out, they easily finance the finest services and "within which their earnings need not be redistributed to people less fortunate than themselves." Despite reports of a "back to the city" movement in the 1990s, this secessionism continues unabated. Few cities better exemplify this historical trend than Baltimore. Since the 1960s, Baltimore's corporate elite and their political allies have vigorously promoted policies to revalorize the city's core, with the creation of an internationally-renown tourist zone

around the city's Inner Harbor and the impressive gentrification of neighborhoods around the Harbor and in formerly working class neighborhoods such as Fells Point and Canton. Recent city initiatives aim to attract a relatively affluent "creative class" to Baltimore. Nevertheless, despite these developments, the affluent have overwhelmingly exited the city since the 1960s, increasingly living and working in suburbs and exurbs. The result, despite the surface success of downtown revitalization, has been a metropolis increasingly polarized along social and racial lines. In this colloquy, I'll discuss Baltimore's twin tendencies since the 1960s: the prototypical efforts to reclaim the city core for the affluent, "creative," and visiting classes (the "Baltimore Model"), while the affluent continue to withdraw from the city towards sprawling exurbs on the metropolitan periphery.

Session 11. Urban Simulation and Policy Analysis

Examining the Effects of Local Land Cover on Residential Property Prices in the Central Puget Sound Region

Andrew Bjorn University of Washington
Paul Waddell University of Washington

This paper provides an assessment of how natural land cover and open space are related to housing sale prices in the Central Puget Sound Region of Washington State from 2000-2004. We use USGS Landsat Thematic Mapper data and tax assessment data sets obtained from the county governments to determine the quantities of natural land cover and open space within the local neighborhoods of all single-family housing units sold during the study period. A hedonic price model framework is used to assess the marginal prices for the quantities of certain types of land cover within given distances of housing units. We expand this analysis to evaluate distance-decay and local scarcity effects on the marginal prices. We also develop a two-stage hedonic price model and a variant of a random bidding model to obtain the demand functions of home buyers for these local environmental characteristics. Finally, we discuss the implications of these results and similar research in this area for the analysis of local and regional policies related to land cover change, especially with regards to open space protection and urban development policies. Conference topic: "Land use, growth management, space and place, urban design, urban development, urban planning"

Dynamic Urban Simulation for Policy Analysis: An Assessment in Eugene-Springfield Oregon

Paul Waddell University of Washington
John Gliebe Portland State University
Joel Franklin University of Washington
Jesse Ayers University of Washington

This paper presents the results of a unique effort to model the spatial dynamics of urban development in the Eugene-Springfield, Oregon metropolitan area from 1980 – 2005. The model represents household mobility and location choices, housing development and prices, job location and non-residential development, and travel patterns using UrbanSim, a microsimulation model system. Using 25 years of observed data, the analysis allows comparisons of predicted and observed changes over this period and supports an examination

of the effects of the Urban Growth Boundary and the transportation system changes implemented over this period on patterns of development, prices, and traffic.

Growth Targets for Urban Centers: the Location of Business Births in the Central Puget Sound Region

Hyungtai Kim University of Washington
Paul Waddell University of Washington

Within the broad scope of the Growth Management Act of the State of Washington, the Vision 2020 plan for the Puget Sound region encompassing Seattle and the surrounding cities promotes the development and intensification of numerous urban centers, as nodes of more dense, mixed use development linked by high quality transit service and other amenities. Coupled with an Urban Growth Boundary, these urban centers are intended to absorb a large share of the growth in jobs and population over the next few decades. This paper analyzes the births of business establishments within the region, and assesses the factors that influence the propensity of small business births to locate within urban centers.

Housing Choice and Accessibility

Brian H. Lee University of Washington
David Layton University of Washington
Paul Waddell University of Washington

{Urban Simulation and Policy Analysis} Extending earlier work on modeling household location choices at the parcel level, this paper explores the role of accessibility to work and using novel methods to address the correlation among housing alternatives. This work models the choice of a house, considering housing price and other attributes of the structure and location, especially neighborhood effects and accessibility. The model can be used to assess the effects on the housing market of changes in levels of public transport and in roadway capacity.

Housing Prices and Household Location Choices

Liming Wang University of Washington
Paul Waddell University of Washington

The price of housing and the social composition of neighborhoods are closely intertwined. In this paper, we jointly analyze household choice of neighborhood and the competitive bidding of housing prices. Unlike the widely used hedonic price models of housing price, this model can be used to address the effects of changes in the demographic composition due to migration, or income changes, or changes in the supply of housing. It also has the potential to contribute to an understanding of neighborhood gentrification.

Quality of Life Indicators and Neighborhood Revitalization

Andrew Harrell University of Alberta
David L. Odynak University of Alberta
Jennifer A. Boisvert University of Alberta

The Population Research Laboratory, in partnership with the City of Edmonton (Alberta, Canada), has developed a regression-based estimation model for rank ordering neighborhoods in the City of Edmonton. Twenty "objective" quality of life indicators have been identified, covering the following six categories: (1) Economic/employment; (2) social health and wellness; (3) personal and community safety; (4) education; (5) housing; (6) physical and natural environment. Data have been gathered from a number of sources, including Federal and City

censuses, public schools, City Parks and Transportation, City Police, and Regional Health Authorities. Changes in real estate values by neighborhood will be used an external validity check of the model. City policy for revitalizing neighborhoods will be based on the model.

Session 12. Education Policy Impacts

Deil S. Wright and the No Child Left Behind Act: Implications for the state of Wisconsin.

Jeffrey A. Guse University Wisconsin-Milwaukee

In this paper, I wish to explore the theoretical aspects of Deil S. Wright's models within the context of the No Child Left Behind Act. Specifically, I wish to explore the NCLB Act within the context of two in particular: a) the inclusive authority model and b) overlapping authority model. The purposes of this paper are threefold: a) to contextualize the Act within the intergovernmental relations debate enabling educational policy to be more generalizable to other issues addressed by Wright's models; b) objectively verifying to see if any substantive changes in intergovernmental relations took place over time as a result of the Act's implementation contributing to the evolution/radical transformation debate in education policy and c) ameliorating shortcomings in Wright's models by contextualizing the Act within a discussion of the interplay between policy concepts and intergovernmental approaches. Methodology: The methodology used for this paper is qualitative historical research. The principal data sources are documentation provided by the US Department of Education, Wisconsin Department of Public Instruction, and Milwaukee Journal Sentinel online version. Key Findings: The key findings associated with this case study are two fold: a) since educational policy lies on a continuum between Wright's two models, this study puts forth an alternative to Wright's models in contributing to the intergovernmental debate and b) by measuring the movement along the continuum prior to and after the implementation of the NCLB Act this study suggests that the NCLB Act signifies an evolution in educational policy rather than a transformation of it.

State Investment in Pre-kindergarten Programs

Elaine R. Weiss The George Washington University

Concern about the poor quality of and high rates of failure in urban schools, along with middle-class flight to the suburbs, has brought them to the fore in debates on education policy. While teachers, parents, and policy-makers agree on the critical need to improve inner-city schools, however, there is little agreement on how. Standards and accountability, smaller classes, new curricula and other "reforms" have been tried, with little improvement. Recent evidence demonstrating the importance of children's early years in their later cognitive and social development brought about a surge in interest and investment in pre-kindergarten programs as a remedy, along with new questions. First, why do states invest in pre-k? While standard political and economic factors driving state policy-making likely play a role, pre-k's unique policy aspects require a more complex look. Specifically, I hypothesize that liberal states are likely to invest for social and economic justice reasons, while more conservative states, particularly those with weak public school systems, see pre-k as a means to create the skilled workforce that will attract business and investment. One result of this may be more "universal" programs among poor, conservative states. Another question is the potential trade-off between quality and quantity; I hypothesize that, as states "go to scale," program quality and subsidiary services decline, which may disproportionately hurt poor urban kids. Using a rich dataset that measures

pre-k program quality and quantity in all 50 states, I will test the hypotheses using a series of correlations and regressions that measure the impact of widely-accepted economic, political, and demographic factors on the "depth" of state investment, with preliminary results presented here. Next I propose to conduct a few selected state case studies to examine more difficult-to-capture factors that shape state – and city – expectations regarding the results and quality-quantity trade-offs they should expect.

Philadelphia's paradigm for small high schools: How does it fit with the research?
Tracey A. Hartmann Research for Action
Rebecca Reumann-Moore Research for Action

Urban school districts around the country are rethinking the traditional structure of high schools. Faced with staggering drop out rates and abysmal test scores at large comprehensive high schools, districts are looking for ways to create smaller high schools which enroll 500 students or less and provide more personalized and rigorous learning environments. Bolstered by a substantial body of literature on the benefits of "small" high schools, districts are using a variety of strategies, including private sector partnerships, to create these new schools. Philadelphia has been the largest experiment in privatization in the country since the state takeover of the district in 2001 when 46 of the district's lowest performing middle and elementary schools were out-sourced to seven different external organizations. Now, as the district turns its attention to high schools, private sector partnerships continue to be a key strategy for the creation of more than 30 new small high schools. Partnerships with local museums, community based organizations, ROTC and for-profits such as Microsoft have shaped the District's small schools efforts. Advocates in Philadelphia and other cities where such partnerships have been central to school reform are beginning to raise questions about the transparency and accountability of private sector partners. This paper will report on early findings from the first year of a three-year study of Philadelphia's small high schools. Based on 25 interviews with key informants in the Central Office, partner organizations and schools, it will describe the partnership strategy Philadelphia is using to create small high schools, compare Philadelphia's paradigm for partnerships to similar efforts in cities around the country and look at the contributions of these partnerships. It will also begin to answer questions about the District's capacity to monitor and support the array of high school choices it is creating to ensure accountability and equity.

Choosing Homes and Choosing Schools in Charlotte, NC: Lessons from School Choice
Andrew D. Baxter University of North Carolina-Charlotte
Dustin C. Read University of North Carolina-Charlotte
Huili Hao University of North Carolina- Charlotte

Some research indicates that implementing a school choice student assignment program will work to decrease the amount of residential segregation in a community by undermining the link between housing location and quality schools. With a unique dataset that matches student-level achievement and demographic data for each of the approximately 225 000 students in the Charlotte-Mecklenburg School System in the years 1995-2005 with residential-level location and sales data, we are able to analyze the responses of specific households to the introduction of a district-wide choice plan in 2002-2003 that is generalizable to many urban districts. In addition to testing the hypothesis that school choice decreases the segregation of neighborhoods, we are able to provide urban policymakers with predictive models for estimating how specific types of households (along a number of demographic variables) are likely to respond to student assignment changes through the housing market.

Urban School District Fiscal Stability Amidst Enrollment Fluctuations
Marguerite F. Roza University of Washington

Districts in Los Angeles, Seattle, Detroit, Denver, and many other cities are in the unenviable position of suffering enrollment declines. In each case, the ensuing financial chaos has the effect of halting progress on reforms as district leaders focus on cutting costs, closing schools, and getting the district back on solid financial ground. Yet, as destructive as it is, the cycle is somewhat predictable as enrollment patterns are inherently bumpy in urban settings. By now, districts should expect fluctuations with economic or demographic shifts, or as students move among charters, private schools or home schooling options. The crux of the problem is that while some revenue streams are dependent on student counts, many expenditures are not. This study investigates how it is that urban districts are unable to shrink when students leave and revenues decline by investigating how much of districts' expenditures are driven by factors other than enrollment. To investigate the portion of district expenditures not dependent on enrollment, the study codes all operating expenditures from two urban districts according to the basis of each expenditure's allocation. More specifically, the study determines what portion of expenditures are driven: directly by enrollment, by some derivative of enrollment, by factors not related to enrollment. Further, this study then investigates those resources not driven by enrollment to explain what does drive those allocations. These allocations are coded by whether or not they are formulaic (but driven by some factor other than enrollment), driven by discretion of a district leader, driven by demand, driven by application, or other factors. The study analyzes $400 million and $700 million dollars worth of expenditure data from two larger urban districts, Seattle and Denver. In order to code expenditures by what drives each allocation, each expenditure line was traced, at times using interviews, logs, and other extensive tracking to uncover how the allocation was deployed across subunits. With more understanding of how districts allocate their resources, including the portion of district expenditures driven by enrollment and by other factors, district leaders should be more equipped to tailor their spending patterns in ways that are responsive to inherent changes in enrollment.

Session 13. Urban Development and Redevelopment in Comparative Perspective

Urban Governance in An Era of Globalisation: A Comparative Perspective
Adolphe Lawson Södertörn University College
Scarlett Cornelissen University of Stellenbosch

This proposed study seeks to compare two South African and one Swedish city (respectively Cape Town and Johannesburg, and Stockholm). It will investigate the degree to which authorities in these urban centres have adopted policies toward internationalisation and competitiveness over the past number of years the institutional arrangements that have been adopted in the striving for enhanced competitiveness and the governance and developmental consequences - particularly as it relates to the welfare and opportunities of city residents- that arise from urban strategies. Through a comparison of South Africa and Sweden, the study aims to provide a broader understanding of the dynamics and impacts of urban changes and how and why they are similar, or differ across developing and developed contexts. The study is exploratory and interdisciplinary in nature. It will use sets of quantitative and qualitative methods to assess the nature and effects of competitiveness strategies.

Structural Adjustment and Comparative Urban Redevelopment: Entrepreneurialism in Argentina, 1989-2004
Ryan Centner University of California, Berkeley

Research on structural adjustment programs (free-market reforms in poorer countries driven by foreign lenders) seldom scrutinizes their effects on urban landscapes. That would require analysis of the politicized processes mediating restructuring and redevelopment in the global South – a common tactic for studies of neoliberal First World cities. This paper fills that geopolitical gap through a broad theoretical exercise and specific comparative-historical study of three sites in Buenos Aires, Argentina, that redeveloped divergently during the adjustment period since 1989.The paper includes five sections. First I show how neoliberal restructuring in wealthy countries is similar to structural adjustment in the South yet differs along four lines: (1) the role of external actors (2) the orientation of privatization (3) the incautiousness of liberalization in finance and (4) the novelty of administrative decentralization away from the national state. Second, I derive hypotheses from these insights as to how redevelopment politics would operate in such a context compared to the literature on wealthy countries. Third, I discuss current explanations for redevelopment that could pertain to Third World contexts but entirely ignore the vicissitudes of structural adjustment: (1) neoliberal, (2) growth machine, (3) urban regime, (4) regulation, and (5) global city perspectives. Fourth, I describe how each neighborhood redeveloped over the phases 1989-1994, 1995-2000, and 2001-2006, with an emphasis on the transnational, entrepreneurial politics that characterized these transformations. Fifth, I analyze how these different views match and miss specific outcomes in the Buenos Aires case. In the conclusion, I assert that insights from regulation theory reconcile well with the particularities of structural adjustment and the patterns of variation evident across redevelopments in Buenos Aires.

The Americanization of World Urban Policy
Myron A. Levine Wright State University

The paper reviews contemporary urban development in Britain, France, the Netherlands, Germany, and Japan to demonstrate that American urban policy is no longer as unique as it once was. The paper identifies the key features that traditionally served to distinguish urban policy and planning in the U.S. from developmental practices and patterns in other first-world nations. Urban developments in Europe and Japan reveal an increasing convergence with traditional U.S. development patterns. "Telescoping" and other reasons for that convergence are identified. The term "Americanization" indicates the direction that national and local governments have taken in response to globalization.

Capital mobility, Urban Politics, and Wal-Mart: Confronting urban development conflicts in the US and Mexico
Mark Pendras University of Washington, Tacoma

The purpose of this paper is to identify and investigate the political qualities of capital's capacity for mobility (domestic and international) and to consider the relationship between the historical political production of capital mobility and contemporary conflicts over urban politics and development. I emphasize the political character of capital mobility in reaction to what I recognize as a naturalization of capital mobility in urban politics research and practice that has resulted from an overemphasis by researchers and practitioners on the technical and the economic components of capital's mobility. After a brief discussion of the challenges to effective and/or equitable urban development raised by the naturalization of capital mobility, I identify a series of moments in US history when the public corporation, the institutionalized form of the

more abstract concept of "capital," was legally redefined in ways that also redefined the relationship between corporations and the place(s) in which they locate and operate. Using examples of conflicts over the growth and behavior of the Wal-Mart Corporation in the United States and Mexico, I then consider the connections between such legal gains for the corporation and urban development patterns, challenges, and prospects. I finish by reflecting on some of the strengths and weaknesses of addressing urban political conflicts through critical legal research.

The Roots and Future of Historic Preservation: A Comparison of the United States with England and Australia

Richard Jelier Grand Valley State University
Dan Petersen Grand Valley State University

The United States experience with historic preservation as a planning and economic development tool is contrasted with the roots and current practices of the English and Australian approaches. Preservation in the United States has waged a perilous battle, pitting property owners' rights against the duty of society to preserve its past. The investigation explores the complex interplay of local action, state and federal legislation and the lexicon of preservation oriented tools in battling developers, large expansion oriented institutions and sometimes government officials to preserve buildings, districts and history in the United States, England and Australia. In the United States, the deadly arrows of urban renewal, beginning in the 1960s, resulted in the razing of numerous historic structures. Many entire neighborhoods were slated for demise. However, citizen organizations in many cities and states overpowered urban renewal by operating in a bottom-up fashion to lay the groundwork for preservation legislation. The federal government passed the National Trust for Historic Preservation (1949), the National Historic Preservation Act in 1966, and established an Advisory Council on Historic Preservation which empowered individual states to write legislation in support of preservation. Among other antecedents of historic preservation in post World War II in Great Britain, England committed to comprehensive national planning and the preservation of urban centers through the Town and Country Planning Act (TCPA) of 1947. Australia had its own version of urban renewal through the metropolitan plans of the 1950s which promoted redevelopment of CBD office areas which took a huge toll on the heritage of Victorian and Federation buildings which at the time dominated many CBDs. In time, an urban heritage movement emerged and new developmental controls surfaced to protect the historic built environment of Australia's cities and towns. The perilous position of historic preservation is not at an end. This research compares the United States experience in the context of the English and Australian experience.   The paper explicates the most important components of the roots of historic preservation in the planning systems in the United States, England and Australia. The strengths and shortcomings of the U.S approach are applied to current developments in England and Australia. Explicit comparisons are made between historic preservation as it relates to the premier world cities of New York, London and Sydney. The research identifies the convergence and divergence historic preservation in the United States with policies in England and Australia to better understand the theoretical underpinnings and future activities surrounding historic preservation.

Session 14. Sustainability: Theory, Practice and Policy

Just Policies? A Multiple Case Study of State Environmental Justice Policies

Ana I. Baptista Rutgers, The State University of New Jersey

Over the last decade, more than twenty-two states developed environmental justice policies or programs. Despite this expanding activity at the state level there is scarce research evaluating the impact of state responses with respect to environmental justice. My research aims to answer the following questions: (a) In what ways do state environmental justice policies address distributive, procedural and institutional forms of injustice? (b) Do environmental justice policies make a difference in disadvantaged, urban communities from the perspective of community members? (c) How has the institutionalization of environmental justice as a policy issue impacted the relationship between the state and environmental justice communities? The research is designed using an embedded, multiple case study of environmental justice policies. The cases are assessed using a qualitative, evaluation framework. Using New Jersey as an exemplary case study, I trace the evolution of environmental justice as a policy issue over a decade. The New Jersey case is triangulated with data on the environmental justice policies in four other leading policy states: Connecticut, New York, California and Massachusetts. Despite close to a decade of policy activity among leading state actors, activists perceive little substantive changes on the ground in urban communities facing environmental injustices. The study concludes that the state has only begun to scratch the surface in terms of addressing environmental injustice, starting with public participation measures. The more difficult institutional and regulatory reforms necessary to change environmental management and land use practices have not yet occurred. This study will contribute to a "third generation" of environmental justice research that goes beyond studying the extent and nature of injustices to studying the effectiveness of proposed solutions, specifically state policy making.

Economic Development and Environmental Quality: Towards Sustainable Metropolitan Regions
Chang-shik Song Cleveland State University

Toward sustainable metropolitan regions in the United States. This study investigates the current reality in metropolitan areas through the relationships between socio-economic development and environmental quality. The environmental Kuznets curve (EKC) hypothesis at an optimistic view between growth and the environment will be applied to metropolitan areas. The measurement of the term 'sustainability' is analyzed with three explanatory indicators – socio-economic, policy and nature, on the air quality indicator. This study explores empirically methodological analysis through time-series econometric modeling and GIS-based spatial analysis. The findings of this study show the American reality of anthropogenic activities on environmental quality through spatial analysis and provide decision-makers' criteria to make metropolitan regions more sustainable.

Are the 3 Es Enough to Sustain Sustainability?
Joyce N. Levine Florida Atlantic University

Are the Three Es Enough to Sustain Sustainability? The nature of sustainable development is still a matter of significant debate (see e.g. Vos & Levine 2006; Jabareen 2006; Jepson 2001; Wheeler 2000; Beatley 2004). The definition provided by the World Commission on Environment and Development (1987) left a host of questions unanswered, due to the Commission's need to find acceptable compromises among the conflicting interests of its members. Into this void stepped Campbell (1996), who offered a specification of sustainability via its principal components: environment, economy, and equity – the "three Es". Campbell's specification of sustainability is frequently cited by other scholars (e.g. Conroy 2006; Mayer & Know 2006; Berke & Conroy 2000), demonstrating that this approach has considerable value. However, Campbell and others have so far failed to link the concept of sustainability with action. What attempts have been made have relied primarily on the principles of Smart Growth (Berke

& Conroy 2000). However, principles alone do not generate action. This paper argues that a fourth principle is needed to complement the three Es, one that embraces the implicitly democratic nature of sustainable development but that involves far more than public voice. Such a principle is offered, followed by some thoughts on its implications for the development of sustainable practices. Beatley T. (2004). Native to Nowhere: Sustaining Home and Community in a Global Age. Washington DC: Island Press. Berke P. & Conroy M. M. (2000). Are we planning for sustainable development? An evaluation of 30 comprehensive plans. Journal of the American Planning Association 66 1: 21-33.Campbell S. (1996). Green cities growing cities just cities? Journal of the American Planning Association 62 3: 296-313.Conroy M. M. (2006). Moving the middle ahead: Challenges and oportunities of sustainability in Indiana Kentucky and Ohio. Journal of Planning Education and Research 26 1: 18-27.Jabareen Y. R. (2006). Sustainable urban forms: Their typologies models and concepts. Journal of Planning Education and Research 26 1: 38-52.Jepson E. J. Jr. (2001). Sustainability and planning: Diverse concepts and close associations. Journal of Planning Literature 15 4: 499-510.Mayer H. & Knox P. (2006). Slow cities: Sustainable places in a fast world. Journal of Urban Affairs 28 4: 321-334.Vos J. J. & Levine J. N. (2006). Sustainable development: Radical planning or ... ? Paper presented at conference of ACSP November.Wheeler S. (2000). Planning for Metropolitan Sustainability. JPER 20: 133-145.WCED. (1987). Our Common Future.

Modeling Material Flows for Sustainable Industrial Systems in Urban Regions
     Nancey Green Leigh Georgia Tech

Each day, an estimated 163,420 computers and televisions, weighing more than 3500 tons, become obsolete (Silicon Valley Toxics Coalition, 2004). The 300 million obsolete computers, as of 2004, generated four billon pounds of plastic, one billion pounds of lead, about two billion pounds of cadmium, over one million pounds of chromium, and 400,000 pounds of mercury (National Safety Council, 2002). As much as eight percent of this waste has been shipped to developing countries such as China (the largest importer) and Nigeria (a recent importer) (BAN & SVTC). Annually, another 12 million PCs are sent to US landfills (Lundquist & McRandle 2004). Improper disposal of this waste can release toxic substances, generating the risk of water pollution and soil contamination and negative impacts on adjacent neighborhoods and upon future development (see Blum 1976; Hite 2001; Katz 2002). Moreover, waste disposal into landfills precludes that land from serving other competing needs. With rising land values in most urban areas, landfilling disposal has become costly (in economic and sustainable terms) and socially undesirable. Alternatively, the electronic waste stream may produce additional economic value from disassembly or recycling. We report here on our efforts to develop a research framework that can be used to quantify waste flows for metropolitan areas in the face of limited waste data availability. Our results demonstrate significant economic and environmental benefits could be realized if obsolete computers are diverted from landfills and storage, idled capital is transformed into new revenue, and new employment is created within the regional economy. This points to the efficacy of public policy support for banning e-waste from landfills and encouraging the public to recycle their computers at the end of the product life cycle.

State Level Regime Politics of Sustainable Development in Oregon 1995-2002
     Alex Welsch Portland State University

This paper traces the evolution of sustainable development discourse and its early implementation into formal state of Oregon policy during Governor John Kitzhaber's (1995-2002) administration. The paper summarizes and builds on findings from completed dissertation research. This research involved interviews with policy actors, analysis of policy advocacy

documents, analysis of news articles, analysis of the governor's staff's archival documents, and analysis of administrative and legislative outcomes. The entry point of the research was the expectation from regime theory (see Stone, 1989; Stoker, 1995; Imbroscio, 1997) that regimes – or relatively stable partnerships between leading political actors and their business partners – would influence the strength and character of policy change. To account for both the broader political-economic context and broader sectoral regime membership in state level politics, this social production of power model was complemented with policy-regime-transition analytical perspectives (see Eisner, 1993). In the evolution of Oregon state level policy, a sustainable development advocacy coalition interacted with Oregon's governing regime. Regime actors cultivated elements of the advocacy coalition to develop, influence, shape, constrain and preempt policy formation. Political actors in the governing regime, faced with strong challenges to regime stability, used sustainable development discourse combined with neoliberal discourses to modify partnerships and extend alliances. Despite incorporation of new secondary regime partners and divisions in Oregon's business community, one business coalition's preemptive power in the regime was evident in shaping the character and strength of formal policy outcomes. Regime politics, coupled with external challenges, shifting coalitions and changes in national governance discourse, thus encouraged a conflation of sustainable development discourse with voluntarism and neoliberalism. Oregon's recent policy history provides important strategic lessons as to opportunities and constraints on policy advocacy for sustainable development. It also provides a case for applying regime theory and testing its explanatory effectiveness at the state level. Eisner M. A. [1993]. Regulatory politics in transition. Baltimore: John Hopkins University Press. Stoker, G. [1995]. Regime theory and urban politics. In D. Judge & G. Stoker & G. Wolman (Eds.) Theories of urban politics. London: Sage.Stone C. N. [1989]. Regime politics : governing Atlanta 1946-1988. Lawrence Kansas: University Press of Kansas. Imbroscio D. L. [1997]. Reconstructing city politics. Thousand Oaks Ca.: Sage.

Session 15. The Marginalization of Employment and Earnings in Urban Places

What Happens After Manufacturing Jobs Disappear?
> Nancy Y. Augustine George Washington Institute of Public Policy
> Leah Curran George Washington Institute of Public Policy

The continued loss of manufacturing jobs in the U.S. is a well-known and well-studied phenomenon that continues to be a concern to business, labor, elected officials and policymakers at all levels of government, and researchers. Yet we know relatively little about what happens in currently or formerly manufacturing-dependent places that have lost manufacturing jobs. Have other jobs filled the vacuum, or is there a net loss of employment? If other jobs have replaced manufacturing jobs, what industries have they been in, and how do wages in industries where jobs have been gained compare to wages in the manufacturing sectors where jobs have been lost? What steps have government, business, and other private sector players taken to change the industry, product, technological, and/or skill mix of the metropolitan area economy, and how effective have those steps been? Can public policies or public-private strategies affect the kinds of non-manufacturing jobs that replace manufacturing jobs? The answers to these questions have national as well as regional significance. Because the productivity of an industry depends, in part, on the geographic proximity of its firms to other firms, policies that affect the growth or decline of particular industries in particular places can affect the standard of living nationwide as well as in those places. To answer these questions

the George Washington University's George Washington Institute of Public Policy and the Brookings Institution's Metropolitan Policy Program are examining the kinds of non-manufacturing industries that replaced lost manufacturing jobs in manufacturing-dependent regions of the U.S. between 1990 and 2005 and the ways in which public policy and public-private strategy have sought to influence this industrial transition. This research will include both statistical analysis and case studies of particular metropolitan areas. We expect the research to lead to practical policy/strategy recommendations that state and local leaders in government and business can use to promote the growth of high-wage jobs in high-productivity, geographically rooted service industries. There is a great demand for such recommendations. As yet, though, there have been few responses to that demand and virtually no factual knowledge that could inform those responses.

The Effect of Social Capital on the Earnings of Resettled Refugees

Ryan P. Allen Massachusetts Institute of Technology

This paper examines the economic adaptation of recently arrived refugees to the U.S. My analysis uses a unique dataset that includes demographic, human capital, social capital, work experience, and earnings data for adult refugees who arrived in Portland, Maine between 1998 and 2004. I argue that access to co-ethnic social capital upon arrival to the U.S. is determined exogenously for refugees, depending upon how they are sponsored to come to the U.S. I hypothesize that refugees who have access to co-ethnic social capital when they arrival in Portland have higher earnings than refugees who do not. I test this hypothesis with a multiple regression model that corrects for self-selection bias among refugees who find employment. I find that refugee access to co-ethnic social capital upon arrival to Portland affects the earnings of female and male refugees differently. Female refugees with access to co-ethnic social capital earn more in their first year of work than those who do not have access to co-ethnic social capital, but this advantage does not persist over time. In contrast, male refugees with access to co-ethnic social capital earn more in their most recent year of work than those who do not have access to co-ethnic social capital, but this advantage is not present in their first year of work. This is an important finding since the refugee self-sufficiency is the primary goal of the U.S. refugee resettlement program. I discuss the policy implications of this finding for nonprofit refugee resettlement organizations (VOLAGS).

Pathways or Better Jobs? Discursive Alternatives to Problems of Job Quality in Low-Wage Service Work

Greg Schrock University of Illinois at Chicago

As consumer service sectors like retail, restaurants and hospitality grow to represent larger shares of the urban economy, concern over the spread of low-paid service jobs has increased. Low pay, inaccessible or non-existent benefits, and limited internal advancement opportunities pose challenges to economic self-sufficiency for workers in these segments of the labor market. These concerns have led public workforce development officials in cities like Chicago to partner with employers and trade associations to articulate career pathways within and across service sectors and strengthen training opportunities targeted at those sectors. The primary goals of these initiatives are to improve the potential for entry-level workers to advance toward better-paying jobs within the industry, but also to incent changes in employers' human resource practices to facilitate skill formation and advancement. However, these initiatives do relatively little to address fundamental concerns about wages and working conditions at the entry level. Toward this end, unions and community groups are adopting more direct strategies to improving job quality. In Chicago recent hotel union negotiations have centered on improving pay and working conditions for lower-paid occupations like room attendants and the City Council nearly passed an ordinance requiring "big box" retailers to increase pay and benefit levels significantly.

Drawing on the recent cases of the hotel and retail industries in Chicago, this paper highlights the tensions between workforce development-led and union-led efforts to improve service-sector job quality. In particular, it argues that competing discursive constructions of low-wage service work – either as "bad jobs" or, alternatively, as the first step on a "career pathway" – bring these approaches into direct conflict within the policy sphere.

Location, Duration and Employment Accessibility: An Analysis of Immigrant Workers' Commutes

Cathy Yang Liu University of Southern California

Building on the literature of spatial mismatch hypothesis and immigrants' economic assimilation, this paper tries to depict a dynamic picture of immigrants' employment accessibility in the three metropolitan areas of Chicago, Los Angeles, and Washington, D.C. It records the changing spatial distributions of immigrants' residential locations and employment in these metros and their level of mismatch from 1990 to 2000. By way of regression analysis, it examines the effects of residential location (in central city, inner-ring suburbs or outer-ring suburbs, and in ethnic enclave or not) and immigrant duration, together with other socioeconomic factors on immigrants' commuting time, and their interactions. It finds that structural location is intertwined with immigrants' economic assimilative process, which is spatially uneven. It suggests that both spatial and temporal dimensions should be taken into account in discussions of immigrants' residential and economic mobility in an era of changing urban spatial structures.

Race and Urban Poor Job Isolation Over the 1990s

Kenya L Covington California State University, Northridge

Much attention has been placed on the poor's access to economic opportunity. In many ways, the poor's access to this opportunity is partly structured by their proximity to jobs. And their proximity to jobs is influenced by a number of factors including relative level of mobility of residents and firms. This report provides a detailed analysis of the spatial imbalance between poor people and jobs over the 1990s in U.S. metropolitan areas. It presents evidence regarding changes in job isolation over this time period, the direction of these changes, and the factors that drove them. Finally, in this modern era, the paper also identifies, on average, the magnitude to which job isolation predicts poverty. The data on people are from the 1990 and 2000 U.S. Census, while the data on jobs are from the Economic Census and the Zip Code Business Patterns files.

Session 16. Homelessness, Substance Abuse, and the Politics of Service Delivery

Homelessness in San Francisco: The Competing Imperatives of the Spectacular and Liberal Cities

Stacey Murphy University of California at Berkeley

Since the 1970's, San Francisco has undergone dramatic urban restructuring, turning increasingly to tourist revenues to offset the loss of its manufacturing base. Fueled further by astronomical real estate, municipal agencies have partnered with developers to initiate dramatic redevelopment schemes throughout the city's various neighborhoods. Widely celebrated the continued revitalization of San Francisco's waterfront and industrial districts is emblematic of the post-suburban "return to downtown " although critics have argued that such "Spectacular City" imperatives prioritize capitalist investment and produce sanitized consumer-friendly spaces that

mask underlying gentrification. However, the "Spectacular City" is just one element of the city's complex identity. San Francisco remains the capital of the "Left Coast," and the city's politics are nonetheless characterized by political radicalism, gay rights advocacy, anti-war protests, ethnic solidarity movements, etc. Thus, political success in "the Liberal City" requires the ability to convey the sensibilities of compassion and justice. The competing imperatives of the Spectacular and Liberal Cities are illustrated vividly by the City's current homeless debates. With the highest per-capita rate of homelessness in the country, San Francisco has struggled with its homeless problem for more than twenty years, relying primarily upon controversial criminalization tactics. In 2003, the mayor introduced a popular new approach to "truly help" the homeless: replacing cash assistance with housing vouchers, closing shelters, and organizing massive volunteer outreach events. I will argue that this "compassionate" approach seeks to mediate the tensions between the imperatives of the Spectacular and Liberal Cities. In doing so, it introduces a new set of exclusions – definitions of the deserving poor, institutional mechanisms of control, and spaces of homeless confinement – all obscured by the language of compassion.

Sustaining Environments and Adaptation: Place-dependent Experiences of Homelessness in Los Angeles
Geoffrey DeVerteuil University of Manitoba
Matt Marr University of California at Los Angeles
David Snow University of California at Irvine

We examine how socio-economic features of neighborhoods shape sustaining environments and thus impact the adaptation and resistance strategies of persons experiencing homelessness in Los Angeles County. First, we conduct a cluster analysis of Los Angeles's census tracks based on socioeconomic characteristics such as race/ethnicity, receipt of welfare, poverty, immigration, housing conditions, and education to distinguish three types of sustaining environments. These are prime spaces occupied by largely white, high-income, well-educated and native-born inhabitants; marginal spaces occupied by largely non-white, high-immigrant, low-education and low-income inhabitants; and transitional areas are the 'in-between' areas of lower-middle class inhabitants. Next, we analyze how services used by persons experiencing homelessness are distributed according to type of sustaining environment. We find marginal spaces to be the most concentrated with such services, reflecting the power of community opposition to segregate services for the homeless. We then examine how survival strategies of 25 homeless persons distributed throughout the County are varied and shaped by type of sustaining environment. We find experiences of homelessness to be patterned according to type of sustaining environment—with informants in prime spaces primarily white, middle-aged, with few vulnerabilities, and living on the street and receiving welfare episodically; informants in transitional spaces nonwhite, middle aged, receiving government aid, and engaging in shadow work; and informants in marginal spaces nonwhite, younger, receiving government aid, and living in a shelter.

Holding onto One's Dignity: Homelessness and Support Services
Brian L. Coffey University of Washington
Lisa Hoffman University of Washington

Based on a database of more than 500 interviews with people experiencing homelessness we examine how interviewees described their experiences with service providers in Portland, Oregon. Overall, these interactions are depicted in sharply negative terms. Many of the homeless respond to these experiences by trying to manipulate the system. Others choose to opt out of the system entirely in order to maintain a degree of dignity and self-respect.

Arrogance, rudeness, and authoritarian mechanisms of control on the part of some providers runs counter to a commonly espoused philosophy of self-governance, self-improvement, and individual choice. The findings suggest that an important part of the problem is not internal to the homeless individual as many claim, but rather is embedded in the system of the service industry itself. We conclude by calling for changes in policy and practice on the part of some organizations, which offer services to this population.

Addiction Treatment on Demand: A Community Responsibility Model
> Daniel P. LeClair Boston University

Addiction Treatment on Demand: A Community Responsibility Model. Substance abuse has increasingly become a central issue in the criminology and criminal justices fields. Addiction to alcohol and illegal substances has been associated with crime causation, and the treatment of addiction has been associated with crime prevention.   For this reason, treatment programs within criminal justice agencies are frequently advocated. Yet a substantial body of research has demonstrated that conventional treatment for substance abuse within criminal justice agencies has met with little or no success. In contrast, in this report we present evidence that demonstrates that community-based neighborhood treatment programs that provide more informal "treatment on demand" services outside of traditional criminal justice agencies may, in fact, succeed in the effective treatment of addiction. The report presents the results of a formal long-term program evaluation of a unique community-based addiction recovery treatment center located in Boston, Massachusetts. Research results include a summary case study of a neighborhood center's treatment on demand recovery model; a process evaluation of the program's service delivery system; and an outcome follow-up evaluation of the possible treatment effects.

Session 17. Urban Places and Faith-based Institutions

The Catholic Parish in the Post-Industrial City
> Bethany J. Welch University of Delaware

Urban studies literature has conclusively identified deleterious effects of outward migration and disinvestment on American inner cities, including: blight and crime, underemployment, faltering public infrastructure, and reduced social capital. Religious institutions in affected neighborhoods have largely responded in two ways: relocating outside the city; or, redefining their demographic base and social mission within the community. The American Roman Catholic Church has often taken another approach, closing inner city parishes deemed most vulnerable to outward migration and disinvestment. Research on parish closings in Chicago, Boston, Detroit, San Francisco and Pittsburgh has revealed how many of the closings over the last decade have been part of larger diocesan reorganization efforts. Church authorities have used migration narratives like "white flight" (Bridger and Maines 1998) and market narratives citing inadequate financial resources to frame the reorganization decisions. However, I argue that the closings represent a departure from the Catholic Church's wider non-liturgical mission whereby urban parishes have historically furthered a sense of community rootedness, fostered civic engagement, and provided social services and education. This paper discusses the parish closings in the city of Philadelphia from 1993 to 2006. Field research and interviews, coupled with demographic analysis, confirms the disproportionate impact of closings on distressed minority neighborhoods, leading to the following research questions: What roles have migration

and market narratives played in the Philadelphia parish closings? How have parishioners and the public framed their response to the closings? What are the implications of the closings for the abandoned neighborhoods, both in terms of social inclusion and operational citizenship? The paper concludes with an argument for ongoing scholarship on the future of the Catholic parish in the post-industrial city.

Congregations and Neighborhoods: The Link Between Worship and Place
  Mark T. Mulder Calvin College

Recent studies have examined how the polity of congregations affected their relationship to their respective neighborhoods. Some have persuasively contended that different church polities led to varying degrees of connection to the local neighborhood. In an extension of this line of inquiry, I propose to examine whether and how actual worship practices might affect/influence a congregation's conception of the immediate community. The research will focus around questions of whether certain worship practices stimulate certain conceptions of and connections to the local neighborhood and whether/how worship engenders/mitigates conceptions of/connections to the neighborhood. The research methods will include an examination of historical documents, participant observation, and interviews. The question might next be asked, "Why does it matter how worship influences a conception of place?" Quite simply, first of all, because worship remains a salient feature of American social life. It is estimated that every week over 100 million North Americans attend worship services. The spaces (malls cars ornate cathedrals etc.) and styles vary dramatically (praying reading of the Bible preaching celebration of communion confession altar calls laying on of hands foot washing and even the drinking of coffee). No matter what the particular tradition, public worship services remain a significant and common religious practice in America. The question is important, secondly, because places continue to have deep resonant social effects. Geographer Yi-Fu Tuan wrote perhaps the classic tome on place and argued that culture and environment remain closely linked. He also asserted that man-made environments could provide evidence about the worldviews of the people who inhabited the area in question. In the end, this study of how worship informs conception place seeks to better understand how religious practices impact congregations' engagement with the local community or neighborhood.

Congregations and Neighborhoods: Race and Connections to Place
  Gail Gunst Heffner Calvin College

Urban neighborhoods in many cities are undergoing rapid population shifts which present particular concerns for institutions and organizations that have a longstanding history in a neighborhood. Congregations often face challenges when newcomers to the community have ethnic and racial backgrounds, which differ from the majority of their members. This presentation will explore the preliminary findings from a study on the relationship of race and religion, particularly examining those findings that reflect how social inclusion/exclusion can affect the congregation's involvement in their neighborhood. What role might congregations play in confronting the increasing mobility and diversity of urban populations? This study on the relationship of race and religion is part of a larger study undertaken by an interdisciplinary team of social scientists at Calvin College, funded by the Lilly Foundation, to explore the ways in which worship shapes patterns of thinking and living in communities. Ten congregations representing five different denominations in one metropolitan Midwestern city are the subjects of this study. Two members of the research team are presenting findings at this conference: Dr. Mark Mulder is studying the link between worship and place. Dr. Gail Heffner is exploring how congregational participants understand the notion of 'race' and what meaning it has in their lives and in the life of the congregation. As Heffner's study of race and religion has progressed, one

of the emergent findings has been the role racial dynamics play in a congregation's commitment to and involvement in their neighborhood. Exploring the impact of race on congregational life and its influence on notions of community attachment can uncover how the lived-experience of race shapes people's conscious and unconscious commitments (or lack thereof) to a given place.

Faith Based Organizations: A Case Study of Intermediary Organizations in Philadelphia
Pamela Leland University of Delaware
Harvey Newman Georgia State University

According to the Roundtable on Religion and Social Policy one of the gaps in the literature on Faith-Based Organization (FBO) is the is the relative scarcity of research that examines what are variously called interfaith agencies ecumenical coalitions or region-wide sectarian agencies (Scott 2003) or what might be described as regional interfaith agencies. There exist numerous studies of small, local-scale congregations as FBOs and of large national FBOs, but little research that is focused on the intermediate-level, regional interfaith organizations. The paper will examine the work of these types of FBOs in the Philadelphia region. It is part of a larger research project that compares intermediate-level FBOs in both Atlanta and Philadelphia. The Atlanta case study will be presented at the ARNOVA conference in Chicago in November.

Session 18. Urban Migration Patterns and Impacts

An Overview of Migration to Urban Areas in Developing Nations and its Negative Impacts
Vijay Neekhra University of Tokyo
Takashi Onishi University of Tokyo
Tetsuo Kidokoro University of Tokyo

The first part of the paper reviews the policies related to migration. The paper looks to the impacts and reasons of migration to urban areas. It analyzes the living conditions, health and quality of life of poor migrants in urban areas. The various consequences suffered by poor migrants due to various disasters like floods, tsunami, fires, etc were also discussed. The second part of the paper analyses the pattern and trends of migration from rural to urban area and urban to urban areas in different states of India and reveals that there is a large influx of migration to urban areas from both rural and urban areas especially from small cities. The paper analyses the specific reasons for migration and concludes that the poverty, inequality among the different states, regional imbalance and the employment opportunities are the key component for migration. Paper also reviews the negative aspects of migration and concludes that due to the low income, low literacy etc. and incapability of local bodies in providing the services and housing to the poor migrants, these migrants leads a poor quality of life. This finally results in the formation of the slum settlements on hazardous or unoccupied lands, thereby exerting an extra pressure on the existing infrastructure. Paper also establishes a relationship between the poor migrants and the slum population. In a final part, author suggests certain key recommendations and stress on to the development of the small cities along with the rural development. Key words : migration poor rural urban slums.

Declining Geographic Mobility in Urban America
Brett Theodos The Urban Institute

The United States is widely acknowledged as a highly mobile nation. Yet, contrary to popular understanding, the number of Americans who move each year reached an all-time low in 2004 at fewer than 13 percent. While domestic migration has been steadily declining for the past four decades, the causes and effects of this decline are not well understood. Existing literature has largely focused on the determinants of individual migration decisions or the effects of migration on both movers and the communities they adopt or depart, with some consideration of differences in migration across countries. Relying on data from the March Supplement of the Current Population Survey (CPS) and the American Community Survey, this paper will examine declining mobility in the urban context. As most of the decline in mobility is due to decreasing numbers of local moves, urban areas are likely to be central to understanding this trend. Preliminary findings document people who are less likely to move, including the old, the high-income, homeowners, and whites. This paper will answer several questions. Have declines in mobility been more or less prevalent in urban areas? Have declines in mobility occurred differently for individuals of different ages, races, incomes, employment statuses, and homeownership statuses? As of 1998, the CPS records responses to the question "What was your main reason for moving?" Moves for job-related and housing-related reasons will be explored in detail to determine whether they play a significant role in declining mobility. Using this information, the paper will seek to answer what if anything does declining mobility hold for urban areas what the effects of national migration policies have been and what role urbanization itself has played in producing declining mobility nationwide.

Changing Patterns in Mobility and the Impact on Civic Capacity in Metropolitan Areas
Terry A. Gaouette University of Wisconsin-Milwaukee

The paper is an analysis of case study research into six metropolitan areas identifying the changing impact on civic capacity due to changes in stability of individuals living in one metropolitan area. Based on initial research by Bortz, the research seeks to ask the question as to whether increased mobility by individuals over a lifetime has an effect on a municipal area's ability to maintain the commitment to important quality of life indicators such as quality public schools, cultural institutions, and recreation areas that are normally associated with quality of life for a community. A survey of the research suggests that while research has been done to evaluate the impact of mobility on metropolitan areas it has been mostly qualitative in nature. Our research seeks to present several metrics or quantitative measures that suggest increased mobility within a metropolitan area does have a negative impact on a community's civic capacity. The impact is typically negative and likely explains social and economic differences in metropolitan areas today.

Session 19. Local Authorities in Action: Municipal Finance and Annexation Policies

Internal Migration and Fiscal Performance of Local Authorities
Asher Vaturi Tel Aviv University

Central municipalities (CM) provide services and facilities to their residents and businesses. However, non-residents and daily commuters use some of these services as well, without a need to migrate to the CM. While businesses and residents of the CMs pay local taxes, an essential part of the municipal income, daily commuters pay most of their local taxes to their origin municipalities. Only a minor amount of indirect taxes flows from daily commuters to the CMs through their commercial activities. Using GTMA (Greater Tel Aviv Metropolitan Area) as a

case study, the proposed research aims to investigate these inter-relationships. Unlike the classic model of Tiebout (1956), the research will demonstrate that while the attractiveness of local authorities for potential residents depends on provision of appropriate services, their fiscal performance, and ability to finance these services depend on two external factors: First, it depends on the local financing system. If tax revenue is based mainly on high rates paid by local businesses, such as the local financing system in Israel, migration of residents would not improve the fiscal performance of local authorities. In fact, it has the potential to worsen it. Second, regarding the daily commuting of residents from suburbs to CMs, and the trends in their use of services and facilities, this increases the self-expenditures of the CMs much more than the self-expenditures of their origin residences. Other local authorities might profit from this phenomenon, because while they receive full local taxes from their residents, they don't need to provide all the services as they are used by their residents in the CMs. However, the study shows that the ability of the local authorities to gain from these circumstances is limited by their location and their individual socio-economic performances.

Residential Tax Abatements and Buyers' Choices: Do Incentives Bring People To Center Cities?

Mark S. Rosentraub Cleveland State University
Brian Mikelbank Cleveland State University

For more than a decade, Cleveland has provided abatements to attract homeowners back to the central city. This study looks at the impact of the abatements on demand and on property values. Surveys of existing homeowners and prospective homeowners combined with a longitudinal assessment of changes on home values in neighborhoods provides insights into the effective of this policy tool for redevelopment efforts. Cleveland's use of this tool took place at a time when confidence in its public schools declined and there were also concerns with crime levels. The analysis helps to understand if the abatement offset the concerns with public services.

Does Size Matter? Privatization and Local Communities

Brian D. Cherry Northern Michigan Univeristy
Douglas Ihrke University of Wisconsin- Milwaukee

Financial pressures on local governments have been steadily increasing over the last few years. In Michigan, declining general revenue sharing from the state has compounded the problem, thus increasing pressure on local government to implement reforms. The literature has suggests that privatization and contracting of public services are possible solutions to this problem. Michigan is a unique state to examine privatization and the contracting of services for a number of reasons. First, Michigan has had a tougher time than most states in rebounding from the national economic downturn. Second, Michigan has had a significant loss of manufacturing jobs and has higher than average unemployment rates compared to other states. Finally, Michigan is a highly unionized state thus making the prospects of privatization and contracting of services all the more difficult for local governments. The purpose of this paper is to examine community size as a factor in the perceive success of privatization. The literature suggests that competitive bidding and contract management are keys to successful privatization programs. The question then becomes, are smaller communities able to obtain competitive bidding and capable of providing the necessary oversight and management of contracts to ensure success? In order to examine these issues we have developed a survey that has been mailed to city council members, mayors, city managers, and department heads in all cities in Michigan with a population of at least 10,000 residents. It is our belief that the attitudes of these local officials will vary in important and significant ways, therefore revealing different

perspectives on both the usefulness and effectiveness of privatization and contraction of services.

The Impact of Tax Increment Financing on Residential Housing Price and Neighborhood Characteristics

Hongwung Wang Indiana University

Since California enacted tax increment financing (TIF) laws in 1952, 49 states have passed laws about TIF. Under the TIF program, local governments issue TIF bonds to finance development projects. The main goal of TIF is to stimulate local economic development. In order to examine the effect of TIF programs, many researchers (Weber et al. 2003, Man and Rosentraub 1998, Dye and Merriman 2000, Byrne 2002) have studied the impact of TIF on property values. They used different measurements for property value and analyzed the problem at different level. Their findings were mixed. The goal of this paper is to answer two questions: will TIF programs increase the value of individual property in and surrounding the district? And will the economic conditions of TIF districts impact the effect of TIF programs on the value of property in and surrounding the district? I use the hedonic model to examine the relationship between TIF and individual housing sale price. The possible contribution of this paper will be: (1) using a better measurement of property value to study the impact of TIF programs, i.e. sale prices of houses, and (2) understand under what conditions the TIF program was most effective. The study area is Marion County Indiana. At present, Marion County has established 24 TIF districts in the county. The original housing sales dataset included about 80% of all sales in the region and related housing characteristics from 1999 to 2002.   The preliminary results show that TIF programs increase the price of houses in and surrounding the TIF districts in the tracts with high vacancy rates. However, TIF programs have no effect on the housing value in TIF districts in the tracts with low vacancy rates.

Municipal Annexation: Exploring the Effects of Tax and Other Structures

Rex L. Facer Brigham Young University

Municipal annexation occurs when a municipality expands its boundaries. These annexations have statutory requirements, which are established in state law. In addition to these constraints, what other factors affect a municipality's annexation patterns. Using data from the U.S. Bureau of the Census on municipal annexations from 1990-1998, I will explore the annexation patterns of municipalities in Utah. Specifically, what factors are associated with municipalities that annex and what issues are associated with municipalities that choose not to annex land. Previous annexation research has left many questions unanswered. Partly this is a result of a lack of recent data. For example, until recently the most current complete annexation data available was for the 1970s. Fortunately, additional data on municipal annexations is now available and will be used in this research. By focusing on municipal annexations within one state, some of the institutional factors that have been the focus of previous research will be held constant. Facer (2006) and Feiock and Carr (2001) found that state laws exhibit significant influence in global annexation activity. This project seeks to look more closely at the annexation activity within one state to see what affect other factors have on annexation activity. For example, does the reliance on different municipal tax structures result in different annexation patterns? Alternatively, do the formal governmental structure and the presence of a professional manager make a difference? Finally, what impact do local socio-economic characteristics have on annexation activity? Carr, Jered B. and Richard C. Feiock. 2001. State Annexation "constraints" and the frequency of municipal annexation. Political Research Quarterly 54 2: 459 470.Facer Rex L. II. 2006. Annexation Activity and State Law in the United States.@ Urban Affairs Review 41 5: 697-709.

Session 20. Urban Mobility: Highways and Transport Options

Landscapes of Concrete. Highway Planning and Metropolitan Development in Montréal
> Claire Poitras Institut National de la Recherche Scientifique

This paper looks at the planning ideals linked to highway development in the 1950s and 1960s. These ideals were connected, among other things, to the project of designing fluid, fast moving, efficient, and modern cities. Taking metropolitan Montréal as a case study, it highlights the ways in which planners, engineers, and local authorities envisioned the future development of the city. It also considers the tangible outcomes of highway on urban space. While making the central business district more accessible to motorists, highway planning schemes also had devastating effects on city life. Thus, production and destruction of place were two intertwined processes generated by such large-scale public works projects. This paper draws on urban planning and engineering reports and records from the city of Montreal and the government of Quebec and encompasses the public debates that arose in response to highway development. By taking a retrospective stance my analysis suggests that while highway development in metropolitan Montréal had many similarities with some of its North-American counterparts, it also embodied local and regional distinctiveness characterized by a certain 'backwardness' in car ownership, thriving inner-city neighborhoods, and influential involvement of local authorities in large-scale highway planning schemes. As an epilogue for this paper, I briefly examine ongoing public debate regarding new infrastructure schemes and I compare the normative stance used by their main promoters with the one put forward in the previous phase of highway planning. Do highway promoters still use a similar rhetoric to defend their projects or did they adjust their discourse to new urban values such as the protection of the environment, quality of life issues, and heritage conservation?

Turning Brownfields Into Light Rail Transit-Oriented Developments: An Assessment
> Jason B. Greenberg Sullivan University

Since 1980, approximately 15 metropolitan areas in the United States have developed light rail transit systems. These operations often use railroad rights-of-way as part of their route structure; as a result, brownfields (abandoned or underutilized industrial facilities) often exist along the transit corridor. The proximity of brownfields to light rail offer many opportunities for redevelopment of sites into new commercial and residential space, especially within central cities. There is potential for "back to the city" migration with these new developments. Furthermore, the proximity of light rail allows for a focus on transit-oriented development (TOD), which limits the use of private vehicles at the site and spurs transit use by workers and residents of the redeveloped site. The problem: Attempting to redevelop a brownfield into a transit-oriented development can be a very difficult process. Remediation costs and cleanup liability may deter brownfield redevelopment and assistance from local and state authorities varies. Transit-oriented developments require local policies that encourage (or enforce) the limited role of private vehicles at a location. Among the 15 different light rail transit operations, local-level TOD policies vary considerably. This paper examines the extent and status of transit-oriented developments that were brownfields. The study is limited to locations where the transit component is a light rail operation in the United States that has been developed since 1980 (otherwise known as a "new start"). How many projects have occurred that fit the given criteria? What events and policies led to successful projects? On the other hand, have any projects failed to be realized, and what events and policies caused the failure? Does it matter who are the players (public and/or private)?

Evaluating the strategies used to increase Disadvantaged Business participation on the Marquette Interchange Project

      Ruben L. Anthony University of Wisconsin-Milwaukee
      Douglas M. Ihrke University of Wisconsin-Milwaukee

A review of literature shows that the majority of the State Departments of Transportations in the United States have not had significance Disadvantaged Business Enterprise (DBE) participation on highway construction projects. Many urban areas are challenging Transportation Departments and demanding that highway improvements provide more than a transportation fix. There is an expectation that urban businesses will be included in the economic opportunities and that urban residents will be hired to help complete the project construction. The literature also shows that many urban communities were destroyed when many of the US freeways were constructed. The reconstruction of the Marquette Interchange, the major transportation interchange in the Milwaukee metropolitan region, is expected to be different in its inclusiveness; thus far, over 75 Disadvantaged businesses have been included in its reconstruction. The purpose of this research is to evaluate the experiences of these 75 companies with regard to their participation in the interchange project. These businesses will be interviewed and asked to rate the importance and effectiveness of the strategies that were used on the Marquette Interchange to improve DBE participation. A new data-analysis technique - quadrant analysis - will be used to analyze data from the minority businesses that participated in the construction project. This data will be analyzed to determine which tools were least effective and which were most effective. Demographic data about the 75 companies will be collected an analyzed. The findings should help identify the strategies that disadvantage businesses find most useful for participating on highway construction projects. This should also help the Wisconsin Department of Transportation establish priorities when determining which business development strategies to invest in. The findings should also be of interests to scholars, because many of the studies conducted in this area are outdated, and because we have learned a great deal from this project that can be of use for future research.

Spatial Development Patterns, Land Use, and Travel Behavior in Germany and the US

      Ralph Buehler Rutgers University

Germany and the U.S. display many similarities in the economic, political, and cultural realms. Both countries have a high standard of living, history of federalism and local self-government, and the automobile industry is the most dominant economic sector. Both have experienced growing levels of automobile ownership and use. Increasing reliance on the automobile in the U.S. and Germany has caused severe environmental, economic, and social problems. Contrary to the U.S. experience however, Germany has been more successful in limiting car use and mitigating its negative effects. On average Americans own 40% more automobiles and travel 62% more miles per day than Germans. The automobile is used for almost 90% of all trips in the US, compared to 60% in Germany. The percentage share of trips made by bike, walking and public transportation is four times higher in Germany than the U.S. Among others, differences in urban spatial development patterns and land uses are possible explanatory factors for these dissimilarities. Initially I will describe these differences and the policies guiding spatial development and transportation planning. An emphasis is put on the German system of spatial development, which integrates local, regional, state, and federal government levels. I will then test the importance of spatial development patterns and land use as explanatory factors for travel behavior through linear and non-linear regression models; while controlling for socioeconomic and demographic variables. Data for the analysis is taken from two highly-comparable, individual-level national travel surveys: The National Household Travel Survey 2001 (NHTS) for the U.S. and the "Mobilitaet in Deutschland 2002" (MiD) for Germany.

Generally, international comparative studies are hampered by incompatibility in either methods or data; these two comparable national datasets are a unique opportunity for a comparative international analysis. The combination of comprehensive descriptive and multivariate statistical approaches can help identify motivating factors for travel behavior and may point to measures for achieving an environmentally sound, equitable, and economically efficient transportation system.

Linear Urban History: The Challenge of Urban Roads As Scenic and Historic Highways
David L. Ames University of Delaware

Established in 1991, the National Scenic Byways Program "is a national effort to identify, promote, and manage our country's varied and wonderful system of highways and roads." Highways can qualify by exhibiting outstanding resources that relate to the road and to each other and contribute to a theme. To qualify, the road must exhibit one of the six "intrinsic qualities" of scenic, archeological, historic, natural, recreational, or cultural. Emphasizing the traveler's experience, these resources must be seen from the road. Descended from earlier scenic highway programs emphasizing on beauty and picturesque views, the guidelines for Scenic Byways state that a road does not need to be scenic in the sense of being "pretty" to qualify. This paper contends that the program has a bias to scenic qualities, making it difficult to qualify some very historic roads. To demonstrate this the paper explores the challenges in the evaluation of one of the oldest historic roads in the United States for nomination to the Delaware Scenic and Historic Highway Program (Delaware's Scenic Byway Program) -- the 300-year-old Philadelphia Pike which has historic resources from the three historic periods of American roads. The National Byways Program defines historic intrinsic qualities as "landscapes, buildings or structure of the past." The challenge in qualifying historic roads for Scenic and Historic Highway or Byways programs is ironic because the study of historic roads is a new and growing field, as this paper will introduce. Focusing on Philadelphia Pike, this paper describes the methodology for evaluating historic roads for designation and how it yields important understandings of how urban corridors developed which contributes to the scholarly literature on the development of corridors. It then examines the irony that the concepts and assumptions that guide the evaluation of the traveler's experience required for designation of a road as a Scenic and Historic Highway favors roads with high but fairly uniform visual character over more complex and educational historic roads. In short, it concludes than less historic roads may be designated over more historic ones. In so doing, it compares historic roads designated as National Scenic Byways, such as Route 66 and the National Road in Maryland. The paper concludes with observations on what urban roads with complex histories tell about urban development and how that could be communicated to travelers in a manner consistent with the goals of the National Byways Program.

Session 21. Urban Neighborhood Change: Gentrification and More

The Meanings of Public Spaces in Gentrifying Neighborhoods
Hélène Bélanger Université du Québec à Montréal

Households' level of satisfaction regarding their neighborhood is influenced by their perception of the physical and social environment and by the portrait held by others (Kearns and Parkinson 2001). Many local governments are trying to stimulate the regeneration process of central neighborhoods with revitalizing actions on public spaces. It is assumed that the local residents will benefit from these investments. However, they could also be perceived as magnets to

attract new populations with a greater cultural and financial capital. The revitalization of public spaces could communicate a change of meaning. In result, social (and physical) transformations will slowly occur in these now "more desirable" residential areas. The initial residents with their use and representations of public spaces will witness the arrival of a new population with different lifestyles. They will express their differences in the private spaces (dwellings) and also through the use and appropriation of public spaces. How do both groups of residents and "the others" perceive these potentially conflicting meanings? The purpose of this paper is to present and discuss the conceptual framework of a research plan for a comparative case study.

From Urban Renewal to Gentrification: An Assessment of Public and Private Strategies

Pierre Hamel Université de Montréal
Claire Poitras Institut National de la Recherche Scientifique

Since the end of the Second World War, North American cities underwent a series of transformations that involved the redefinition of the built environment, socio-economic restructuring of inner city neighbourhoods, and the dispersion of functions previously belonging to central cities in a context of metropolitanization. Researchers in urban studies have analyzed these changes through various angles but they have not been able to identify the social and political causes that are ultimately responsible for the impoverishment of certain zones. Even if local urban policies have often been blamed for urban decline, they cannot alone explain the trends observed and the shifting strategies used by public and private actors in the last 50 years. By taking the example of the South West district of Montréal where an important portion of the working class lived when the city was the industrial and financial hub of the country, we will review the principal phases that marked the transformation of this zone: second wave of industrialization, industrial restructuring, growth in the service economy, economic disinvestment and proposals of urban regeneration or revitalization. On what type of strategy did public and private actors rely on to tackle contextual and structural changes? How effective were these efforts regarding the revitalization of a working-class area? What were their consequences on the most impoverished inhabitants? What about the role played by new social groups who chose to reinvest converted industrial wastelands and historic buildings? Was their influx part of a public strategy of revitalization? How were the social costs related to the arrival of new residents dealt with? What was the role played by local community organizations? Where they able to mitigate the negative effects of ongoing urban changes? Our goal here is to highlight the role played by the municipality and local actors in urban change. To what extend redevelopment efforts have been adapted to the needs of former working class neighbourhoods? What kind of resources has been made available to municipal actors? Lastly, what has been the reaction of residents in the face of these policies?

Condominium Conversion: Impact on Affordable Housing in Portland's Oregon's Historic Structures

Tanya L. March Portland State University
Irina V. Sharkova Portland State University

This study focuses on multi-family structures within and adjacent to recognized historic sections of Northwest and Southwest Downtown Portland.   The first wave of historic condo-conversion in the region emerged in the 1970s when large "single family" homes of the elite were being carved into two-to-four condominium units for commercial and residential uses. The second wave, which we are focusing on, started in the late 1990s when conversion of apartment buildings became an increasingly significant trend in the expanding condominium market. These conversions are split into: (a) building 50 years old and older and (b) structures built

within the last fifty years. Conversion of warehouses, in areas like the Pearl Neighborhood, are not evaluated by these researchers because there is no net loss of affordable market rate housing units. Recent state building codes has increased the cost of maintaining elevators and fire escapes in older structures, thus providing an impetus for their owners to sell the apartment building. The researchers identify three categories for historic multiple family homes in Downtown Portland: (1) structures which are unlisted within two blocks of a historic district or ranked as non-contributing within a district (2) structures which are individually listed or listed as contributing within a historic district (3) structures which currently receive historic property tax abatement. Oregon in 1974 created one on the earliest Historic Preservation property tax incentive programs. Currently, 442 structures are located within Portland participate in this program managed by the State Historic Preservation Office. Out of these 97 structures (housing and non-housing) are within Alphabet, King's Hill/ Lownsdale, North West 13th Ave., Skidmore/Old Town, and Yamhill Historic Districts. To what extent if any does being a recognized historic structure act as a catalyst for gentrification (indicated by the conversion of a commercial rental property into a condominium)?

Disinvestment and Gentrification in Northeast Portland: Exploring the Linkages
    Leanne Serbulo Portland State University
    Karen J. Gibson Portland State University

This paper analyzes the linkages between neighborhood disinvestment and gentrification in the traditional Black neighborhoods of the Albina District of Northeast Portland from the 1970s through the present. It focuses upon the real estate industry and local government, considering their roles in these processes. Although a 1978 a report by the Portland Development Commission stated that abandoned housing was a "new" area of concern for the City, it did not make a serious commitment to reverse the pattern of institutionalized disinvestment in Albina until more than a decade later. During the 1950s mortgage bankers left a vacuum when it decided not to provide mortgages to majority Black neighborhoods. By the late 1980s, population loss, unemployment, redlining, predatory lending, housing speculation, and housing abandonment had taken their toll: the hardest hit neighborhoods. Boise, Eliot, and King had 26% of the city's abandoned housing on 1% the land. Significant numbers of Black homeowners left Albina during this decade. The factors which contributed to this exodus will be investigated.

Session 22. Positioning Place in Urban Theory

Custodians of Place: Trusteeship Governance and the City Corporate
    Paul G. Lewis Arizona State University
    Max Neiman Public Policy Institute of California

Local government is seen as "closest to the people" and expressive of "grassroots" politics. Yet empirical studies suggest that local land-use policymaking is relatively insulated and not subject to close popular control. Moreover, political participation is known to be relatively low in cities. Nor does interest-group politics, as critics of pluralism showed, ensure that citizen demands are taken to heart in city policymaking. Thus, our central question: How might we reconcile the physical closeness of city governance with its policymaking insulation? A theoretical key, we argue, is to recognize a form of path dependence relating to the institutional origins of cities in North America and Europe. Cities began as corporations--entities with limited roles that were formed for purposive reasons, namely for the economic advancement and welfare of nascent

communities. City governments are not simply subdivisions of a larger territory created for administrative convenience; rather, they are imbued with a purposive and competitive, albeit limited, raison d'etre. In this sense, city officials might best be likened to the trustees or fiduciaries of nonprofit corporations. Progressive-era reforms that muffle popular control only reinforce such proclivities. As Paul Peterson argued, cities are not miniatures of state or national polities; their concerns are systematically different. But unlike Peterson, we do not view cities as moving mechanistically toward a business-growth policy. Recent scholarship demonstrates that city officials are often entrepreneurial, idea-based leaders who can articulate distinctive visions for the future of their city. Cities vary greatly in their approaches to development--notably including attempts to limit growth in some cities. Finally, drawing on Hanna Pitkin's work, we argue that our conception of municipal governments as trustee-like "custodians of place" is normatively defensible, to the extent certain criteria are met.

Do Canadians and Americans Have Different Perspectives of the City? Urban Policy, Space, and Collective Memory

A. J. Jacobs East Carolina University

Driving through Detroit and Toronto, it is easy to recognize differences in racial composition and urban decay in the two areas. While Toronto is racially mixed and has a thriving inner city, Detroit is highly segregated, and except for its new sports stadiums and casinos, urban decay remains the rule. While such descriptions of U.S. urban areas are not new, what often has not been discussed is the fact that such situations have become accepted as normal, even natural by Americans. Such perceptions have become so ingrained in the American psyche that our collective consciousness in regards to the meaning and purpose of a city in the first place has changed. In fact, in many parts of the U.S., the terms "city" and "urban" have taken on completely negative connotations. In contrast to this situation, Canadian central cities are not considered places to avoid. Their inner neighborhoods remain the most desirable places to live and work. This study seeks to explain this dissimilar relationship between urban space and collective memory in the U.S. and Canadian Federal Systems. Through theoretical, historical, and qualitative field research, it seeks to uncover the manifest and latent factors (policies, discourse, and perceptions) that have provoked such divergent perceptions and urban spatial configurations in these two neighboring Anglo-Saxon countries. In the process, it also hopes to demonstrate how understanding this relationship can help improve urban areas in both nations. Finally, through the scholarly papers and articles produced from this research, the author hopes to demonstrate how powerful collective memory studies can be toward expanding our societal understanding of the forces crafting present American and Canadian urban conditions.

Postmodernism or Neo-Modernism

Marc A. South University of Louisville

Postmodernism has been presented to students of the urban scene as a valuable new tool of analysis and understanding, albeit a tool without an overriding concept, lacking a metanarrative. But in analyzing the ongoing spatial arrangement of the modern city, does postmodernism accurately describe current developments? This paper argues that it does not: in fact, current spatial developments are instead typical of the ongoing development of the modernist ideal. The buildings may be postmodern, but the city remains doggedly modern in both concept and execution. The concepts embodied in postmodernism are not conducive to providing a framework for spatial development, because they are not conducive to providing a framework period (again, the absence of any metanarrative). There may be a new comprehensive theory developing, but it is not likely to be found in postmodernism.

Session 23. (Re)Growing Cities: Local and Neighborhood Economic Development

Cultural Authenticity: A New Strategy for Urban Economic Development

Lisa J. Servon Milano the New School for Management and Urban Policy

James Carr Fannie Mae Foundation

The presence of new populations in cities coupled with compelling arguments from researchers about the market potential of the inner city led national retailers to locate in areas they would not have considered only a few years before. As chains continue to move in to these areas, the independently owned businesses that gave these neighborhoods their unique character and attracted the creative class in the first place are increasingly being priced out of the market. In this paper, we argue that, if these trends continue, cities will become more homogenized and lose some of the key attributes that enable them to compete successfully both with their suburbs and with other cities for residents, businesses, and tourism dollars. The purpose of this paper is to examine the trends that have led to the current, precarious situation in which many urban neighborhoods find themselves and to identify the characteristics of places that have elected to develop in a different way, which, we argue, will more likely contribute to the long-term economic health of cities. The paper is based on a literature review, interviews, with field experts and practitioners, and fieldwork at six sites in four cities. We argue that the loss of local, indigenous businesses is linked to the loss of community identity, which can undermine an area's economic development potential in addition to being inequitable from a social perspective. In order to encourage some level of stability it is necessary to find ways to ensure that existing residents and indigenous entrepreneurs—who are often low- and moderate-income--are linked to the evolving vitality of the local economic market. One way to achieve this is to develop an economic development strategy that focuses on local cultural attributes. We call this "cultural authenticity."

Local Economic Development Policies in Texas Cities: Which are Perceived as Effective?

Rod Hissong University of Texas at Arlington

Local economic development efforts are common with a growing number of policy tools being made available to cities from their respective state governments. Just as common is the debate of the effectiveness of the policies. This paper will report the results of a survey the fifth since 1993 that asks cities among other questions which tools they use are they effective how administratively do they organize their economic development efforts and who benefits and who loses? The paper will close with a comparison of perceptions to secondary date. This paper will provide a historical perspective to what the state legislature has made available, what has been used, and what is perceived to have worked.

Neighborhood Change and Local Business Bankruptcy in Chicago

Nancy Hudspeth University of Illinois at Chicago

The last decade in Chicago has seen incredible growth in real estate development, particularly housing. Community economic development theory assumes that a loss of housing and households is likely to contribute to a loss of commercial activity. Conversely, an increase in new households will benefit local businesses, increase commercial development and create new jobs. However, a preliminary analysis of the location of local businesses that filed bankruptcy between 1997 and 2003 suggests that this is not always the case. Maps of the locations of bankrupt neighborhood businesses in Chicago indicated a disproportionate share of

business bankruptcies in an area just west and northwest of the central business district, in which there has been significant new housing construction and revitalization. These rates of business bankruptcy were similar to an area on the far south side that has experienced decades of decline and disinvestment. This suggests a need to review the theory and assumptions of community economic development. This paper presents the results of an investigation into whether neighborhood context plays a role in the failure of local businesses, based upon the methodology of neighborhood effects and environmental epidemiology research. Possible causal pathways include loss of customer base, property turnover, increased rents and property tax assessments, property turnover, increased competition from incoming businesses, and nuisance complaints or re-zoning.

Session 24. Beyond Rush Hour: Transit Issues and Alternatives

Commuting Stress: A Pilot Study

Russ Lopez Boston University

Commuting, the daily movement of people from their homes to worksites and back, is a major feature of contemporary life in the US and elsewhere. The 2000 Census found that over 9.2 million people over the age 16 had daily one-way commutes of between 45 and 60 minutes and another 9.9 million had commutes longer than one hour. A commuter stress survey was administered to 114 employees and visitors to the Boston Medical Center in January 2006. The core of the survey consisted of 10 questions designed to assess stress across a variety of commuting modalities including mass transit, automobile and walking. The study found the mean commute distance to be 12.8 miles. It took respondents a mean of 41 minutes to travel from home to work and 49 minutes from work to home. There were dramatic differences in stress levels between commuting groups. Walkers and bikers had much lower stress scores than other mode users, while public transit users tended to have slightly higher stress scores than drivers, and car-poolers had slightly lower stress levels than people who drove alone. Walkers had a mean stress score of 15.5, train commuters had a mean stress score of 26.9. Three questions assessing commute experience dimensions: speed, time and cost, explained approximately 48% of the total variation in stress scores in this sample. Adding income and time to work increased the R2 value to .71, even though these additional variables were not significant at the .05 level themselves. Other variables, including dummy variables for mode choice and other demographic factors, performed very poorly in the full regression models. A limitation of the study is that it was an opportunity sample of people. The next step will be a more detailed community survey, including health outcome measures.

Traffic Revolution and POLI-CAR

Corrado Poli Johns Hopkins University and Università di Bergamo (Italy)

The political problem of traffic plans from transport engineering to communication development Techniques, problems and environmentalist solutions. In my recent essay "Traffic Revolution", I challenge the old-established idea that links transport with communication. Traffic planning in urban areas should begin with the analysis of citizens' behavior and preferences instead of just focusing on road or rail construction. A series of new projects are presented which include mobility demand reduction and focus on social planning. Among these projects I will introduce POLI-CAR, which is an original evolution of car-pooling and car-sharing. It is based on use of telecommunication and social research. The project is being adopted in some European towns

and middle size cities. Besides the practical impact, the project initiates a new theoretical approach regarding urban transportation problems.

Comparing Biking Systems in Three Urban Counties

Garry Young George Washington University
Katherin Coventry George Washington University
Royce Hanson George Washington University

Policies affecting the quantity and type of bicycling influence a broad array of factors important to urban areas. Increases in bike commuting reduce traffic congestion and air pollution. Increases in biking yield numerous health benefits, including obesity reduction. In short, biking policy sits at the nexus of transportation policy, health policy, urban design and planning policy, and environmental policy. Urban areas across the United States differ dramatically in terms of the overall quality of their biking systems. Indeed this variance can extend down to the metropolitan level. This paper will report the results of a project, funded by the Robert Wood Johnson Foundation that compares three Washington D.C. area counties: Arlington (VA), Fairfax (VA), and Montgomery (MD). The three counties resemble each other along multiple dimensions but differ dramatically when it comes to the quality of their biking systems. Our analysis will explain the reasons why the systems differ.

Perceptions of Proximity to Urban Businesses/Facilities and Measurement Issues

Kevin J. Krizek University of Minnesota
Ahmed El Geneiy University of Minnesota

As concerns such as growing traffic congestion continue to mount in communities nationwide, there is increasing attention devoted to the role of infrastructure investments in affecting travel behavior. A key component to such discussions lies in how accessible various types of businesses are that may encourage walking/cycling or specific infrastructure facilities for walking/cycling. But how close do such facilities need to be for residents to know they exist— and subsequently walk or bike to them? How do perceptions of walking or cycling to facilities (trails, supermarkets, libraries, etc.) vary by type of facility or socio-demographic group? This research focuses on understanding perceptions of individual proximity to urban businesses and facilities and associated measurement issues. We use the results of a focused mail-out/mail back survey administered in the summer of 2005 to residents living in urban, inner suburban, and outer suburban contexts in the Twin Cities region. The survey encompassed a wide variety of questions related to socio-demographics and perceived distance to an assortment of businesses and facilities. Our analysis of this data focuses on three aspects each of which relies on knowing the type of business or facility actual distance of the business or facility from respondent's home and respondent's perception of how far away the business or facility is. First, which measure of facility proximity maps most consistently with perceptions? Second, how do perceptions vary by different socio-demographic/economic groups or physically active/inactive residents? Third, what role does the type of business or facility play in affecting perceptions? For example, preliminary analysis reveals that people's perception tends to better map with Euclidean distances than with network distances. The findings invariably assist urban planners GIS specialists landscape architects and park planners in learning qualities of accessibility that affect perceptual issues such as proximity.

The Shadow Cost of Parking on Campus: A Case Study

P. Anthony Brinkman Wayne State University
Laura S. Nall Wayne State University

In response to higher retail gasoline prices and increasing congestion on Detroit area roads, local transit advocates are redoubling their efforts to persuade elected officials to invest in a more comprehensive public transportation system for Southeast Michigan. Already, Congress has approved $100-million to study rail transit in one Metropolitan Detroit corridor. On the campus of Wayne State University, an institution of some 30,000 students that houses only a small fraction of its students on campus, a new push is underway to invest in commuting alternatives to driving alone. Unfortunately, transit investment in and about the City of Detroit will likely not attract a level of ridership to justify its construction and operation until the commuting cost disparity between transit and driving alone is addressed. Mode choice models developed over the years demonstrate how sensitive commuters are to delay and out of pocket costs (e.g. gas prices, parking prices). Subsumed in travel demand analyses, however, are the public subsidies that substantially lower the cost of driving alone. Surfacing these will not only inform policy decisions, but also raise important questions of equity. Wayne State has long provided a substantial subsidy to its students, staff, and faculty by providing parking at rates far below the actual cost to create and maintain a secure and convenient place to store automobiles during working hours. The objective of this study is to quantify this subsidy by calculating the shadow cost of parking (i.e., construction, financing, operation ad opportunity costs) at Wayne State University and finding the difference between it and what the University charges to park. By doing so the investigators hope to demonstrate to stakeholders how the University works at cross purposes to its stated goals by subsidizing commuters who drive alone and by failing to compensate those who provide benefit (i.e., do not accept the subsidy) to the University by selecting alternative methods to reach campus.

Session 25. Issues and Strategies in the Social Integration of Immigrants

Insurgent Practices in Land-Use Planning: Putting Difference on the Municipal Agenda
> Stacy Harwood University of Illinois

Cities are part of a new world order where diversity, particularly social and cultural diversity, has become a threat in many communities. The struggle concerns erasing difference, questioning norms and inserting new histories, cultures and demands. Such community tension challenges the structural mechanisms that maintain power through social control. Recent struggles have generated considerable interest from scholars who have questioned whether planning standards and processes are compatible with diversity. Sandercock (1998a) argues this challenge is part of the "cultural politics of difference," a struggle over space and belonging as society comes to terms with difference. This proposed paper centers on applying the concept, "insurgent practices" to immigrants' responses in land-use conflict. I focus on how immigrant/immigrant rights activists resist and assert power over dominant group claims in the struggle over space. I ask, when immigrant groups find themselves in the middle of a land-use controversy, who speaks for immigrants? How do they assert power? What types of strategies do they deploy? When does planning erase/recognize difference, how does this occur and under what circumstances? To answer these questions, I explore a number of land-use controversies in Orange County, California. The cases include the following: • Pushing the Boundaries of Zoning Codes: Home Temples in Garden Grove • Resisting Plans for an Ethnic District: Little Saigon in Westminster • Constructing Space without Planners: Day Worker Hiring Sites in Laguna Beach • Protesting Planning Decisions: Ethnic Grocery Stores in Anaheim. The analysis draws upon published media sources about these land-use decisions; structured open-ended interviews with planners, city council members, community leaders, and/or others close to the specific land-use issue; visual examination and comparison of controversial land uses

and physical spaces; and public records, particularly staff reports, ordinances, and city council and planning commission meeting minutes. References: Davis, Mike. 2000. Magical Urbanism: Latinos Reinvent the U.S. city. London: Verso. Holston, James. 1995. Spaces of insurgent citizenship. Planning Theory (special issue), 13, 35-52. Sandercock, Leonie. 1998. Toward Cosmopolis: Planning for Multicultural Cities. Chichester: Wiley. Sandercock, Leonie. 1998b. Making the Invisible Visible: A Multicultural Planning History. Berkeley: University of California Press

Incorporating in their Adopted Cities: Mexican Immigrant Politics in Chicago, New York, Los Angeles, and Dallas
      Miryam Hazan   Rutgers University

This paper attempts to identify what political arrangements and institutional designs are more effective in facilitating the political incorporation of post-1965 immigrants. I will do so by analyzing the process of political incorporation of Mexican immigrants in Chicago, New York, Los Angeles and Dallas. Will old industrial cities with longer traditions at integrating immigrants such as New York and Chicago be more efficient in integrating newcomers into their polities than new gateway cities such as Los Angeles and Dallas? What other factors are at play in determining Mexican immigrants' incorporation in these urban centers? Following Sonensehin and Pinkus (Sonenshein 1990; Sonenshein and Susan 2002; Sonenshein 2004) I argue that cities such as Los Angeles may have more success at incorporating Mexicans not only because of their larger presence in this city but also because limited avenues towards accommodation with the local political system creates better incentives for minorities to participate and seek out political allies. The institutional design, however, seems to be less determinant in the particular case of New York, because in this city class and ethnic factors are also more relevant. The paper will rely on a unique data set of 34 organizations of first generation Mexican immigrants in those cities. Sonenshein R. (1990). Biracial Coalition Politics in Los Angeles. Racial Politics in American Cities. R. P. Browning D. R. Marshall and D. H. Tabb. New York and London Longman: 33-48.Sonenshein R. (2004). The city at stake: secession, reform, and the battle for Los Angeles. Princeton: Princeton University Press. Sonenshein R. and P. Susan (2002). "The Dynamics of Latino Political Incorporation: the 2001 Los Angeles Mayoral Election as Seen in Los Angeles Times Exit Polls." PSOline www.apsanet.org.

Generational Effects: An Assessment of Mexican American Student Achievement
      Stephanie Potochnick University of North Carolina Charlotte

It is presumed that immigrants today fare worse economically and socially in comparison to immigrants from the early 20th century who were largely of European descent. Comparisons of different ethnic immigrant groups, however, reveal that it is not all immigrants who are faring worse but largely those of Mexican descent. Immigrants of Mexican descent are the most important group numerically, accounting for more than 20% of total immigrants. The low achievement of Mexican immigrants has significant repercussions for the success of future generations. Educators and the educational system can play a key role in directing the assimilation path of Mexican immigrants and future generations. Closing the Mexican American achievement gap requires a better understanding of the differing needs of each generation. First generation students, who face greater economic, language, and educational barriers, often outperform their more acculturated peers. Much of the research related to the relationship between educational attainment and nativity status of Mexican Americans focuses on the student-school relationship, but little is known about the parent-school relationship. Using cross-sectional regression analysis, this study examines how different generations of Mexican-American parents affect their child's achievement levels. Utilizing the theories of physical,

human, and social capital this study investigates whether or not different generation parents have different capital levels and how those capital levels affect achievement. This study also examines whether or not the theory of subtractive schooling, which claims schools detract from the identity of Mexican American students, can be applied to the parents as well. The findings of this research provide further insight into the role the educational system plays in detracting from the assimilation processes of Mexican Americans.

Immigration and Integration in the United States, the United Kingdom, and Sweden: An Institutional and Structural Assessment

  Ali Modarres California State University, Los Angeles
  Ali Madanipour University of Newcastle, UK
  Göran Cars Royal Institute of Technology

This paper focuses on the historical trajectory of the economic/social integration of immigrants in Sweden, U.K., and the U.S. Contextualizing immigration within its post-industrial/service economy context we contend that the historical/institutional arrangements that allowed immigrants to integrate and attain socioeconomic mobility have been dismantled (e.g., decline of trade union membership). This paper will argue that under such conditions, immigrants have become socially and spatially further fragmented and disconnected from the larger society. Within this socio-spatial environment, new institutional arrangements such as CBOs/NGOs, trade unions, and the welfare state are needed. Given their community/economic development and capacity building abilities, the importance of the CBOs/NGOs within immigrant communities cannot be under-stated. In fact, a horizontal and vertical organizational integration of CBOs/NGOs, trade unions, and the state may be necessary to make integrative policies effectual, especially within a post-industrial economic condition. We conclude the paper with recommendations for current policy options and trajectories for the three countries under discussion.

Voces de la Frontera: Immigrant Workers Respond to Globalization and Transform Urban Politics.

  Michael D. Rosen Milwaukee Area Technical College

Globalization is transforming domestic politics and organizational culture in the United States. NAFTA and economic integration have displaced millions of agricultural workers in Mexico and Central America. Many have come to the United States seeking economic opportunity. Over the past six months, displaced immigrant workers have mobilized in unprecedented numbers in major U.S. cities. Spurred by fears of repressive, anti-immigrant legislation and vigilantism, they are transforming the nation's political culture. Their political activity has not been organized by traditional labor or immigrant organizations. Rather a new form of organization, immigrant workers' centers that closely resemble nineteenth-century settlement houses and self-help organizations have emerged as a vehicle of political self-expression. In Milwaukee, Wisconsin, Voces de la Frontera has developed as such an organization, leading demonstrations of over 30 000 demanding immigration policy changes, providing legal workplace protection services, and organizing social functions. It has emerged as a model for immigrant worker centers whose constituents' needs have not been effectively addressed by traditional labor unions that focus on servicing their existing members or traditional Latino civil rights organizations. This paper will examine how Voces de la Frontera has developed a as prototype workers center in response to globalization and how its emergence is transforming Milwaukee's politics and civic culture.

Session 26. Dissent, Protest, and Insurgency in Cities

Neoliberal Governance and Democratic Resistance: Seattle's Duwamish River Cleanup
Mark Purcell University of Washington

This paper is set in the context of the ongoing neoliberalization of urban governance. However, the goal of the paper is not to analyze that process, but to explore ways we might resist it. I suggest that democratic social movements are one promising way to build such resistance. The paper offers a case study of one such movement in Seattle, one that is working to democratize the Superfund cleanup of the city's main river. An alliance of disparate interests called the Duwamish River Cleanup Coalition (DRCC) is struggling to articulate and realize a vision for the river basin that sees it not as property to be owned and exchanged, but as a complex environment that is inhabited by both humans and non-humans. Rather than neoliberal governance that tends toward a closed process dominated by elites and experts, the DRCC is inventing creative new ways to meaningfully involve a range of community groups in Superfund decision-making. The upshot of the case is that actually existing neoliberal governance in cities is complex and contextual. While neoliberal practices very clearly pose daunting impediments to democratic participation, they also always leave open (and sometimes create) opportunities for democratic resistance. Such resistance is best undertaken by broad and coalitional social movements that can articulate a clear alternative to neoliberal values, both in terms of how we make political decisions and how we value urban space.

Social movements raising environmental and social justice issues: How is the city taken into account?
Richard Morin Université du Québec à Montréal (UQAM)
Eric Shragge Concordia University
Jean-Marc Fontan Université du Québec à Montréal (UQAM)
Pierre Hamel Université de Montréal

The world is more and more urbanized. In Europe and North America, almost 80% of the population is already established in urban areas. Consequently, in industrialized countries, economic restructuring and new forms of state regulation that have accompanied the process of globalization have mainly affected urbanized societies. Among the impacts of these phenomena two very significant ones have emerged during the last decades - the growth of social inequalities and environmental problems (Dubet 2001; Harloe 2001; Foster 2002; Kovel 2002). Social movements which refer to collective action putting forward alternatives values in conflict with dominant trends (Touraine, 1973; Faro, 2000) have contributed to keeping these issues on the top of the social and political agenda, mainly within urban agglomerations. We can distinguish two types of social movements present in the city. On the one hand, there are those involved in urban areas on global issues. On the other hand, there are those called urban movements that intervene in relation to housing, urban services and facilities, community development and identify, and municipal democracy (Pickvance 1985 2003; Castells 1983; Hamel 1991; Hamel et al 2000). In this paper, we will point out the way the city is taken into account by social movements regarding environmental and social justice issues. How have these issues been raised by social movements during the last 25 years in the city which can be seen as a simple context in which social inequalities and environmental problems occur or as an object of action directly related to these issues?   We will give some answers to this question by presenting the first results of an ongoing research project focusing on social movements in and about the city, within the metropolitan area of Montreal. This project is financed by the Social Sciences and Humanities Research Council of Canada.

Politics is Not Enough: Re-examining Racial and Economic Conditions for Protest in American Cities

Todd C. Shaw University of South Carolina

Robert A. Brown Emory University

More than thirty years ago, Peter Eisinger wrote an article that greatly influenced the thinking of scholars of social movements but inexplicably gained little traction in the fields of American urban and racial politics. Entitled "The Conditions of Protest Behavior in American Cities" (American Political Science Review 1973) Eisinger discovered that a governing regime's internal dynamics – the degree of its stability or instability -- partly determine the likelihood of insurgency for systems with a mixture of open and closed characteristics most conduced protest. These findings helped lay the groundwork for the well-known political process approach and the literature on protest opportunity structures. Shaw and Brown greatly extend upon Eisinger's late 1960s findings by using time-series methods and panel regression analysis to analyze a unique dataset of about 200 cities with black and white mayors, over the time period from 1975 to 1990. This dataset includes an extensive set of demographic, political, and fiscal expenditure variables, combining them with protest events as coded from newspaper accounts. Shaw and Brown's analysis challenges three important assumptions of the urban regime as well as the racial politics literature: (1) cities with highly educated post-materialist constituencies are the most likely to encourage grassroots protest under all conditions; (2) post-Civil Rights Movement black incorporation halted all significant evidences of mass grassroots protest in many cities; and (3) protest has little to no effect upon the fiscal expenditure decisions of black-led versus white-led cities. The empirical and theoretical contributions of this article are interdisciplinary because they explore the often-neglected ties between the social movement theories of sociology and the urban and racial politics theories of political science.

Session 27. Intergovernmental and Inter-sectoral Relations: Cases from Canada, Japan, Korea and the U.S.

Civil society-municipal government linkages in local policy making: policy convergences across policy fields?

Guy Chiasson Université du Québec en Outaouais

Caroline Andrew University of Ottawa

The presentation will examine the relationships that exist in the cities of Ottawa and Gatineau between different levels of government (municipal, provincial, and federal) and civil society actors in two different policy areas - cultural policies and economic development policies. These policy fields represent different generations of local policy making as municipalities have been involved for a long time in economic development but much more recently in cultural affairs. We want to see whether the success of these relations - judged by the results in terms of local public policy and the satisfaction of those involved - differs by policy field or whether there is convergence across policy fields. This research is part of a large Canada-wide project on multi-level governance and public policy in Canadian municipalities which attempts to determine whether it is the intergovernmental relations that explain municipal policy options or whether it is the relationships between civil society and public institutions operating at different scales. This presentation will look specifically at our study of Ottawa and Gatineau in the context of the Canada-wide project.

Rethinking Urban Development Coalitions: Intergovernmental Triads and Policy Communities in Postindustrial Chicago

James M. Smith University of Illinois at Chicago

Chicago has earned its place among post-industrialism's successful cities not solely through the traditional pro-growth marriage between city hall and the business elite or through the strong arm of a new political machine run by Mayor Richard M. Daley as current theories of urban development might suggest. Instead, Chicago has been dependent upon an intergovernmental partnership between the state legislature, the mayor, and the special authorities created to manage and develop projects aimed at enhancing the city's stature as a postindustrial—and global—powerhouse. Such relationships have not been the central focus of urban politics (Sbragia 1996). This paper argues that the unexplored link between state governments, special authorities, and municipalities serves as the key to unlocking development politics over the last twenty years in Chicago. Both the growth machine and regime literatures largely leave out state government and special authorities, but these are the agencies governing the most crucial projects in urban development in the contemporary era. How the networks of officials at the three levels of government work together and link resources should be at the heart of work on urban development. This paper looks at three cases in which the state-city-authority triad was utilized for development purposes—Navy Pier's redevelopment the construction of a new stadium for the White Sox and the city's unsuccessful attempt to host the 1992 World's Fair. Using archival data, I trace decisions within local and state governments leading to the creation of special purpose authorities to manage these development projects. Following Laslo (2003, and Judd and Laslo (2006), I hypothesize that policy communities among the jurisdictions emerge and that their goals shape policy outcomes.

The politics of urban drug policy: Intergovernmental relations, and place-based innovation

Eugene J. McCann Simon Fraser University
Stephanie A. Campbell Simon Fraser University

In 2001 Vancouver, BC instituted its new Four Pillar drug policy, which defines addiction as a medical rather than a criminal issue and that combines treatment, education, and enforcement with efforts to reduce drug-related harm. In 2003, the new program spawned Insite, North America's first legal, medically supervised injection site for intravenous drug users. It is located in Vancouver's poor Downtown Eastside neighborhood. The purpose of the Four Pillar approach is, partly, to change the character of the neighborhood both in terms of health and public order. This paper analyzes the ongoing development of, and politics around, the Four Pillars policy by identifying the specific intergovernmental relations through which the policy was created and by highlighting the practices of specific state and non-state actors in advocating for the policy. It begins by contextualizing municipal powers in the Canadian state. It then conceptualizes the Four Pillars approach and the more wide-ranging 'Vancouver Agreement' (which brings the capacities of the three levels of government to bear on solving economic and social problems in the Downtown Eastside) as examples of innovative, place-specific, inter-governmental policy-making. The paper then argues that a full understanding of the development of the Four Pillars approach – and other innovate urban policies – entails a careful attention to actors working within the state activists working outside the state and the interactions among them. The paper will empirically document how extant inter-governmental relations necessitated a particular type of politics that both worked through, but also circumvented, existing policy structures in order to operationalize the Four Pillars strategy. The

paper concludes by drawing lessons on the role of cities in developing innovative social policy and on the inter-scalar character of 'urban' politics.

Negotiating Inter-Local Police Dispatch Agreements: Examining the Role of Economics and Social Networks
> Eric S. Zeemering Indiana University

Many local governments use inter-local agreements to provide police services in their communities (McDavid 1974; Ostrom, Parks and Whitaker 1978). In metropolitan communities with multiple police service providers, local units can contract with other governments for various support services, like dispatch, while still maintaining their own patrol services. Such contracting is often explained as an effort by local governments to achieve cost savings through an economy of scale. However, recent research suggests inter-local contracting reflects norms of reciprocity and cooperation in social-networks, rather than decisions about the economics of service production (Frederickson 1999; Thurmaier and Wood 2002; Visser 2000). Is economic benefit necessary for inter-local collaboration? This paper contrasts economic and social-network perspectives on service contracting with a comparative case analysis of four cities' negotiations of inter-local police dispatch agreements. Using interviews with local elected officials and administrators, I analyze officials' perceptions of potential intergovernmental partners and the budgetary or economic benefits sought from contracting. Examining both successful and unsuccessful contract relationships, I find officials seek inter-local contracts that economically benefit their jurisdictions. Perceptions of intergovernmental partners and social-networks help officials identify which jurisdictions share service values, and help officials determine who might be a good service partner. This research is an important contribution to research on inter-local contracting because officials' explanations of their priorities in the process of contract negotiation are analyzed. By examining successful and unsuccessful agreements, we can more clearly understand how economic considerations and social networks work together as causal mechanisms in the formation of inter-local agreements.

Urban leadership and partnerships: A framework for future research
> Doug Hess George Washington Institute of Public Policy
> Meghan Salas George Washington Institute of Public Policy
> Pamela Blumenthal George Washington Institute of Public Policy

Urban partnerships among various sectors of society (private, public, and non-profit) continue to undergo significant changes in participation, organization, and strategy. We will examine the now rather large body of research on urban partnerships and assess what kinds of generalizable conclusions, if any, can be drawn from it. Case study methodology pervades the literature and, while providing rich contextual detail, it does not allow one to easily draw comparisons across studies and jurisdictions when it comes to evaluation of factors leading to success or failure. Drawing upon regime theory, practitioner writings, and literature from other nations, this paper will suggest a framework for future analysis.

Session 28. New Perspectives on Oregon Planning

Imagining Portland's Urban Growth Boundary

Carl Abbott Portland State University

[New research on the origins, implementation, and future of Oregon's statewide planning system as it faces changes and challenges in its fourth decade.] The Urban Growth Boundary that regulates the location of land development in the Portland, Oregon metropolitan area is nearing the end of its third decade. In this time, it has not only been an important land use planning tool but has also taken on what I call an "imaginative identity." The UGB is officially codified in legislation, administrative rules, and court decisions, but it also figures in journalistic and artistic discourse. This paper explores the increasingly complex ways in which people have tried to describe, understand, and interpret the UGB as part of the regional landscape as well as the regulatory system. I explore the implications of metaphorical descriptions ("wall" versus "skin," for example) and the growing body of depictions of the UGB in nature writing, poetry, photography, performance art, and other exercises of the artistic imagination. The goal is to understand how a formally enacted boundary can simultaneously become an autonomous text that is open to multiple interpretation and also be naturalized as part of the mental imagery by which observers and residents understand a regional sense of place.

"Windfalls and Wipeouts" in the Implementation of Statewide Land Use Planning in Oregon, 1973 to 2004
John L. Hall Portland State University

In 2004, the voters of Oregon approved Ballot Measure 37. The measure entitles the owner of real property to receive just compensation when a local or state land use regulation, implemented subsequent to ownership, restricts the use of the property and reduces it fair market value. In lieu of compensation, governments must waive the regulation restricting use. With no mechanism to fund compensation, local governments have begun waiving certain land use restrictions. The compensation issue arose during the initial implementation of statewide land use planning beginning in 1973. This paper examines the historical record with respect to the original policy debate on compensation that occurred during, and subsequent to, 1973. Through both the examination of archival materials and interviews I find that not only was it recognized that land use regulation would create "winners and losers " but that a method for capturing the windfalls of the winners was necessary to compensate those suffering losses. Further, this concept was well enough understood that legislation was introduced offering a compensation funding scheme.

What is Driving Measure 37 Claims in Oregon?
Sheila A. Martin Portland State University
Meg Merrick Portland State University

With over 3000 claims and 170,000 acres, Measure 37 claims harbor the potential to change the landscape in Oregon. The majority of these claims are located in the Willamette valley, where growth pressures and the value gradient between land for farms and land for residential development is great. This paper explores those relationships by describing the claims in terms of location, size, current and proposed use, and then analyzes factors that appear to be driving the claims. Variables such as population growth, distance from urban growth boundary, net farm income, average age of farmers, land values for alternative uses, and other socioeconomic characteristics are considered as explanations of claim density.

1000 Friends of Oregon and the Oregon Planning System
Sy Adler Portland State University

1000 Friends of Oregon has played and continues to play a critical role in the evolution of the Oregon planning system. This paper will examine this watchdog organization, focusing on its creation and early development, its emergence as a key player, and its relationships with land use planners at state and local levels of government.

Session 29. Governing Cities in a Global Era (1)

Leadership, management, diversity – exploring the triangular governance challenge for the modern city

Robin Hambleton University of Illinois at Chicago

{This panel seeks to advance cross-national urban scholarship by drawing together scholars from different countries to examine current debates relating to urban governance in different settings}. This cross-national, comparative paper explores the relationships between three critical challenges now confronting those concerned to develop effective and accountable approaches to the governance of the modern city – leadership, management and diversity. These challenges are usually examined in isolation – this paper will argue that they present a 'triangular' challenge and that significant improvements in urban governance depend on recognition that they are inextricably linked. Existing models of political and managerial leadership will be examined and it will be suggested that, in a rapidly changing world, attachment to out of date concepts is holding back the performance of city governments in many countries. Linked with this, innovation in city management appears to be placing too much emphasis on the introduction of approaches stemming from practice in the private sector. As well as developing new, more inclusive styles of leadership it will be suggested that city governments – and specifically the officials working in city governments – should question the value of 'new public management' approaches that attempt to redefine the 'citizen' as a 'customer'. This has major implications for the education and training of city planners and urban managers – including the development of cultural competence. This leads to the third corner of our triangular challenge – the importance of responding to difference and diversity in the modern city. By examining the changes needed along all three 'sides' of the triangular challenge the paper seeks to identify lessons for practitioners and educators.

The Tides of City Government Reform in Germany: Political Leadership, Managerialism, and the Rediscovery of Citizenship

Eckhard Schroeter Zeppelin University

Against the backdrop of the alleged shift from traditional local government to a new system of city governance, the proposed paper examines the complexity of recent reform waves that have swept German city politics and administration since the early 1990s. Interestingly, the overall reform profile seems to be multi-directional with three distinct levers of change being represented: strengthening traditional institutions of representative democracy to enhance the capacity for political leadership (e.g. the proliferation of 'strong mayor' models with directly elected mayors); unleashing market forces and importing private-sector management techniques to render local public services more efficiently (e.g. the increasingly popular "New Steering Model" as a German variant of 'new public management' inspired public sector change), and, finally, reviving civic engagement and self-organization as a means to make city politics more integrative and inclusive ("Bürgerkommune" with an emphasis on an active citizenry). The paper aims to analyze the directions of change as well as the sequence of the

reform measures. In an attempt to evaluate the reform impact on big city government, the paper eventually looks into both the inherent tensions between the distinct strands of reform as well as their compatibility.

Are global "good practices" good? A metacentric analysis of German community governance

Janice L. Bockmeyer City University of New York - John Jay College

Much of the emphasis of the nonprofit sector is the development of innovative and quantifiable "good practices" that can be implemented across sites. This paper examines global "good practices" in community building and community governance as they have been applied in German urban areas and probes whether "good practices" traveling across boundaries provide meaningful advancement or strictures that defy local conditions. The paper suggests that as the nonprofit sector expands in Germany and takes on a greater role in community governance, "good practices" are forged into public policies that reset the metacenter—the point of political buoyancy— within urban neighborhoods. Whether community building good practices can generate heightened levels of political and economic resources for residents in underserved communities will be shaped by the political actors and dynamics between them at the site level—such as the role played by political parties in the district, the extent of ethnic diversity, immigrant presence and levels of citizenship, the presence of community organizations and networking between them. The current metacenter of many German urban communities has been district level governments (Bezirke), where elected officials, local political parties, immigrant and other nonprofits forge direct ties with relevant public officials. New community governance mechanisms have the potential to alter the point of demand articulation and satisfaction by altering points of conflict and alliances, shifting the center of buoyancy. The paper argues that good practices have the potential to shift influence from those most vulnerable populations they seek to strengthen and must be weighted with local conditions in order to succeed.

Session 30. Gender, Work and Well-being

Gender Violence in the Context of Economic Policy and Practice: Implication and Findings from Mexico and Russia

Elizabeth Sweet University of Illinois Urbana Champaign

In this paper, I will discuss the increase in gender violence in two cities, in the context of changing economic policies. While direct causal arguments would be difficult to make, I argue that in both Ciudad Juarez in Mexico and Ulan Ude in the Buryhat Republic of Russia (100 miles north of Mongolia) there is evidence to suggest that economic development policies and their implementation contribute to an atmosphere in which gender violence increases. While research has documented an increase in gender violence in Mexico and Russia, there has been little analysis of this phenomenon in the context of the changing economic policies/practice—those policies include in Russia, from a planned to an open market economy and the more recent neo-liberal reforms and in Mexico, from an import-substitution model to an export-led or structural adjustment ideology also referred to as the neo-liberal model. The data for this paper comes from interviews focus groups and archival research while a Fulbright Scholar 2005-2006 in Ulan Ude, a short trip to Ciduad Juarez in 2004, and while a Rockefeller Fellow in Mexico City in the Spring of 2005. The data show that women's economic status and society's

perception of their economic value contribute to their vulnerability to gender violence. The paper will be divided in three parts. First, I will give a general overview of economic polices, their gender implication, and gender violence trends in each city. Then I present the findings from my research, which tie these phenomenon together. Finally, I will propose alternative policies that would possibly minimize what I argue are the enabling effects of existing economic development policies and practice.

Do compact and mixed neighborhoods work for single-mother headed households?
Yizhao Yang University of Oregon
Dehui Wei University of Oregon

Recent years have witnessed a movement in the planning field questioning the ability of the conventional low-density and exclusively residential environments to serve the needs of an increasingly diverse population. Planners proposing alternative development paradigms suggest that compact and mixed neighborhoods are socially beneficial and more desirable for several population groups, particularly the working mothers. This belief also seems to resonate with literature in feminist studies of the built environment, which has highlighted the potential benefits of compact and mixed environments in supporting women's multiple roles. This paper focuses on single mothers' residential experience in different residential context and in comparison with other population groups. Using data from the 2002 American Housing Survey, I examine the built environment characteristics (e.g., housing density and land use mix) of the neighborhoods single mothers live in and the kind of neighborhood conditions and qualities they face. By comparing neighborhood rating scores reported by residents, I assess the degree to which compact and mixed neighborhoods in current housing markets serve the needs of single mother households. Using multivariate statistical analyses, I try to answer the following questions: 1. How do single mothers evaluate more compact and mixed neighborhoods? what relative importance do they attach to different aspects of their residential environments? 2. Do the effects of environmental characteristics differ for single-mother households vs. other types of households? Lack of empirical evidence has been a major issue in the research about good environments. Scholars have pointed to the need to test many of the hypotheses related to good environments for women on larger samples, in different locations, with more systematic analyses. With large sample sizes available for multiple metropolitan regions from the AHS data, analysis conducted in this paper will contribute to both literature and planning practice.

Diversity, Entrepreneurship and Urban Environment
Darrene Hackler George Mason University
Heike Mayer Virginia Polytechnic Institute & State University

In recent years, the field of regional economic analysis has focused on the social and cultural environment of a place to explain variations in innovation activity, entrepreneurial dynamics, and economic growth. Prominent among these studies is Richard Florida's examination of regional economic success (Florida, 2002). He argues that urban economies grow because they are tolerant, diverse and open to creativity, which in turn attracts certain groups of people, the so-called creative class. Creative class theories primarily examine the relationship between human capital and the regional social environment. Lee, Florida and Acs (2004) expand the theories into the realm of entrepreneurship. They argue that new firm formation is positively associated with a creative and diverse social environment. In other words, those regions that are alluring to creative talent, open to newcomers, and tolerant of those who are different, will also have more people taking the risk of founding a new firm, leading to increased economic growth. While previous research established the connection between the region's social environment and entrepreneurship, little attention has been paid to the ways in which various aspects of the

social environment may help or hinder different kinds of entrepreneurs. Does an open and tolerant regional social environment support all kinds of entrepreneurs? In particular, in what ways is a region's environment conducive to business ownership by demographic groups such as women or African American that have typically experienced high barriers to establishing firms? Given the rate of growth of women, ethnic and minority business ownership, it will be instructive to examine how a region influences women, Blacks, and Hispanics entrepreneurship. We hypothesize that a regional social environment is supportive if it allows career advancements, entrepreneurial capacities, and provides lower barriers to entry for these groups. This study explores the connections between the environment and business ownership by using data from the 2002 Survey of Business Owners (SBO) for women, Blacks, and Hispanics and tests the hypothesis for the 50 largest Metropolitan Statistical Areas (MSAs) in the United States. References: Florida R. (2002). The rise of the creative class and how it's transforming work, leisure, community and everyday life. New York: Basic Books. Lee S. Y. Florida R. & Acs Z. J. (2004). Creativity and entrepreneurship: A regional analysis of new firm formation. Regional Studies, 38(8) 879-891.

Immigrant women in the new economy: an overview of the Montreal situation.
    Sylvie Paré Université du Québec à Montréal

During the late 1990's and early 2000's, we examined the patterns of access of male and female entrepreneurs in the Montreal area to a variety of resources (Juteau et Paré, Chaire Rogers-J.-A.-Bombardier de HEC-Montréal). The data showed that women entrepreneurs had greater difficulties in establishing their business and in maintaining daily activities, beginning with the development of the business plan but also including the obtaining of financial resources, the development of the customer base and the establishment of a stable network of suppliers. These patterns were found to affect women in general. However, women from visible minorities were found to have even greater difficulties to establish new businesses (Paré 2003 ; Paré 2004), a finding which contradicts some of the research available on this question. Building upon our previous research, this project focus on the opportunities, the challenges and the difficulties of immigrant women to develop businesses in the knowledge-based new technology areas of the economy in particular that of the Montreal CMA. In the months to come, interviews will be conducted among a sample of immigrant businesswomen, people who finance immigrant businesses and government agencies interested in promoting immigrant business initiatives. In this paper, we will present the general economic context of Montreal followed by some preliminary data.

Session 31. Immigration Policies and Politics: From National to Local Conflicts

Buried Cities: Anti-immigration Rhetoric and the Myth of Modernity
    Sharon M. Meagher University of Scranton

Anti-immigration rhetoric often engages the language of invasion, a claim that U.S. cities are being inundated or buried by an influx of new Latino immigrants. Such rhetoric continues the cover-up begun with the Spanish conquest of Mexico. It invokes a narrative tied to a logic that blames victims for their suffering, a narrative that Enrique Dussel calls "the myth of modernity." The migration of the Spanish conquistadores precipitated the literal destruction and burial of native American cities such as Tenochtitlán, a devastation that was rationalized as "necessary" for modernity. The myth of modernity is the "underside" of modernity's promise of emancipation

and autonomy, rooted in the fact that modernity emerged within a Eurocentric perspective that presumes European centrality and superiority. The ideological bias is masked to its proponents who feel obligated to assist others in modernizing which can mean nothing other than following Europe's path (Dussel 1995 136–37). In the summer of 2006, the small Northeastern Pennsylvania city of Hazleton made national and international news because it passed an ordinance called the "Illegal Immigration Relief Act." Some other small cities have proposed similar laws aimed at "cracking down" on illegal immigrants and protecting the modern city built by hardworking European immigrants. While many opponents have condemned both the ordinance and the rhetoric used to justify it as divisive and hateful, such blanket condemnation has done little to reveal the true dynamics behind the new waves of Hispanic immigration. I argue that the Hazleton rhetoric perpetuates the logic of the conquest while at the same time burying or covering it up. Such rhetoric has serious political consequences by silencing discussion and analysis of the real cause of migration—European and now U.S. and Asian exploitation of Latino labor since the "discovery" of America.

Remaking the "Giddy Multitude": Twenty-first Century Immigration and the Politics of Fear

Philip C. DiMare California State University, Sacramento

In 1676, disaffected "freemen" in Virginia took up arms and proceeded to march on Jamestown the capital city of the prominent southern colony. Led by Nathaniel Bacon, a wealthy planter who had no intention of initiating a rebellion, the majority of the Virginia freemen were white, former indentured servants who had come to America from England with hopes, as Governor William Berkeley put it, "of bettering their condition in a Growing Country." Unfortunately for these hopeful immigrants, the best land surrounding Jamestown, land that had originally been taken from the Native peoples in the area, was owned by wealthy planters, men who dominated the Virginia Assembly and who had enacted legislation meant to protect and advance their own political and economic interests. Seeking to expand westward in order to claim the "fifty acres" that was due them this new class of "small planters" encountered stiff resistance from angry Natives whose kinfolk had been driven from their homes following the settlement of Jamestown in 1607. When the freemen called upon Governor Berkeley to remove the savages from the lands they coveted, he ignored them, leading to what came to be known as Bacon's Rebellion. Before coming to America from England, this rebellious mass had been seen as a "Surcharge of necessitous people, the matter or fuel of dangerous insurrections." Once it became clear that they represented an equally great "threat to social order" in America, they began to be viewed by upper-class planters as a "Giddy Multitude," a seething, churning, underclass of armed men whose discontent would finally explode in 1676. Increasingly frightened by the threat of class insurrection after Bacon's Rebellion, elite planters began to rely less and less on white labor. Instead, they turned increasingly to black slaves, whose condition as forced laborers precluded them from bearing arms. Ironically, the implementation of an economic strategy based on black slave labor ultimately gave rise to an increasingly biracial society, one within which a new, enslaved giddy multitude would emerge. One hundred and fifty years after Bacon's Rebellion, Thomas Jefferson would characterize the situation this way: "As it is, we have the wolf by the ears, and we can neither hold him, nor safely let him go. Justice is in one scale, and self-preservation in the other." In this paper, I argue that the contemporary controversy over immigration in America, especially immigration from Latin American countries, is being fueled by a "politics of fear" that is reflective of that which initially emerged in the late seventeenth-century in response to the threat of insurrection from members of oppressed underclasses. Tracing a path from Bacon's Rebellion to recent protest marches concerning the issue of immigration, I suggest that the anti-immigration rhetoric of the early twenty-first century, enflamed by the events of 9/11 and the conservative vision of the Bush White House and certain Senate and

House Republicans, has led more and more Americans to fear what they perceive to be the threat of a politically active, latter-day "giddy multitude."

The Metropolitan Dimensions of U.S. Immigration Policy

Nicole G. Toussaint Portland State University

Many of our national policies are felt first—and in the end most profoundly—in American cities. --former mayor of Los Angeles Tom Bradley. Municipalities are rarely involved in shaping national immigration policy. Consequently, the interests and concerns of localities are not taken into account. As a result, the policy objectives of cities and the federal government at times contradict. When this happens, local authorities must decide whether to comply with federal law, or protect their own and constituents' interests over those of the U.S. government. The way municipal government deals with local-federal policy disputes varies from city-to-city. Some municipalities pre-empt disagreeable federal immigration laws with their own versions of immigration policy. Other cities work through conventional channels—their representatives in the national legislature or courts—to resolve intergovernmental policy clashes. Many municipalities simply ignore local violations of national immigration law if it benefits them locally. Most rely on traditional municipal power domains to fill holes in U.S. immigration policy and to manage immigrant-driven urban change. All while balancing the competing and contradictory expectations of native- and foreign-born constituents within their own jurisdictions. This paper presents a sampling of municipal immigration policies and practices from four midsize, immigrant-receiving cities: Portland, Oregon; Denver, Colorado; Long Beach and Sacramento in California. The briefs provide a general overview of how these cities have addressed common immigration issues. By bringing to light promising interventions, this paper addresses a pressing need. Since the 1980s, most immigrants now skirt traditional big city neighborhoods and settle directly in small and midsize cities or suburbs. This radical change is forcing inexperienced municipalities to develop strategies for managing diversity and incorporating immigrants into mainstream urban life. As such, this paper will have relevance for urban planners, public administrators, and policymakers in immigrant-receiving communities.

National Immigration Reform in the United States and Unintended Consequences at the Local Level

Richard E. Martinez University of Minnesota

In the summer of 2006, small and mid-sized cities across the nation began voting on measures to crack down on undocumented migrants. I propose that this local-level pattern was influenced by several national-level factors. First, efforts in Washington to pass comprehensive immigration reform legislation between fall 2005 and spring 2006 raised both awareness and expectations among a frustrated public, and validated the concerns of local immigration opponents. Second, Congress' failure to pass any reform measure at the end of the spring encouraged cities to take matters into their own hands. Further, I suggest that these national-level factors contributed to a local context already predisposed to crackdowns due to the rapid demographic change that tested local tolerance for diversity, and the massive and unprecedented pro-immigration marches across the nation over the spring. Based on newspaper and television coverage as well as primary sources, this paper is based on an analysis of 12 cities, 5 of which successfully passed anti-immigrant measures in summer 2006. I focus on the language of these local ordinances, the timing of their passage, and how proponents and opponents framed the issue. I compare and contrast these variables with national efforts. My findings suggest that national law-making can provide some at the local-level with a window of opportunity and the ideological and practical tools with which to change local laws. But this can also make vulnerable populations even more vulnerable.

Settling the Unsettled: Migrants, Municipalities and Multilevel Governance in British Columbia

Warren Magnusson University of Victoria
Serena Kataoka University of Victoria

In Canada, there have been efforts to devolve responsibility for immigrant and refugee settlement onto the provinces and thence onto civic agencies, mostly in the non-profit sector. The municipalities per se have generally been left out of the policy loop, by their own choice or otherwise. The effects of this have not been assessed. The present study focuses on four municipalities in British Columbia, including the largest (the City of Vancouver), one of the most diverse (Surrey), an old, relatively white community (Victoria), and a rural area (Alberni-Clayoquot). We have been interviewing officials with the immigrant and refugee settlement agencies, municipalities, school boards, health authorities, economic development commissions, and senior government agencies in these four areas in order to develop a portrait of immigrant-settlement policy-making at the local level for purposes of comparison with three other provinces (Ontario, Quebec and Nova Scotia) and five other policy domains. This is in the context of the largest-ever study of multilevel governance in Canada. Our results to date reveal the confusions implicit in the concept of immigrant settlement policy (who counts as an immigrant? what is involved in settling? what are the objectives of policy?). The unreality of gestures at decentralization (off-loading responsibilities while disempowering local agencies), the perverse effects of the new public management (setting agencies in competition with one another and discouraging horizontal collaboration), and the abstraction of high-level policy from on-the-ground problems (such as unemployment, racism, and spousal violence). If multilevel governance is to be effective, it has to be based on different principles.

Session 32.   The Incidence and Spatial Distribution of Poverty and Affluence

Neighbourhood social polarization in Canadian cities under globalization, neo-liberalism, and economic restructuring

Alan Walks University of Toronto
Larry S Bourne University of Toronto
Richard Maaranen University of Toronto

While research on the spatial impacts of contemporary economic restructuring often deals with the increasing spatial concentration of the poor, it seldom considers its flipside, the concentration of affluence. Furthermore, urban research on urban social polarization and concentrated poverty rarely links changes occurring at the neighbourhood and municipal scales to those simultaneously operating at the scale of the urban system. This paper seeks to fill these gaps by analyzing trends in income polarization and the concentration of affluence and poverty at different scales of analysis within the Canadian urban system for each five-year census period from 1981 to 2001. Analyzing census data for census tracts, neighbourhoods, municipalities, and metropolitan areas, and using an index of income polarization developed by the authors, it is found that the spatial polarization of income grew at each scale, with changes at each scale dependent upon changes at the other scales. As the largest metropolitan regions saw their incomes grow relative to smaller ones, affluence became segregated and concentrated within a progressively smaller set of neighbourhood clusters in already wealthy areas of the largest cities. Neighbourhood poverty, on the other hand, in the smaller

metropolitan regions became more concentrated in an ever wider number of inner cities, whereas in the largest urban regions it became concentrated in pockets of the inner suburbs. Although clearly present in the 80s, such trends accelerated during the 1990s. These findings help flesh out the impacts, and provide further evidence, of the spatially-linked nature of social polarization processes stemming from globalization and neoliberal restructuring.

Did a Strong Economy in the 1990s Affect Poverty in US Metro Areas?

Ross Gittell University of New Hampshire
Edinaldo Tebaldi University of New Hampshire

U.S. metropolitan (metro) areas lie at the heart of the nation's most pronounced recent economic and demographic changes. Our paper focuses on what happened to economic distress, and in particular, the poverty rates of residents of metro areas during the recent period of overall strong economic growth in the U.S. Most studies of poverty and economic distress focus on central cities and the inner city neighborhoods of central cities and the concentration of poverty in urban areas (Furdell, Wolman and Hill, 2005; Jargowsky, 2003). Our analysis focuses on changes in poverty rates in metro areas. We explore changes in poverty rates in U.S. metropolitan areas over the last full U.S. business cycle, from 1992 to 2003. This is to avoid problems associated with analysis that focus on a boom period or recession that can inadequately capture longer-term fundamental changes in economic dynamics. The paper considers if the transformation to the New Economy during the 1990s included the reduction of poverty in U.S metro areas. Related to this it explores the factors that affected changes in poverty rates in U.S. metro areas during this time period. Our analysis identifies evidence of both poverty reduction and persistence. Over the last business cycle in the U.S. there was decline in poverty rates in metro areas across the nation. The decline in poverty was broad and also it was greatest in the metro areas with the highest poverty rates at the beginning of the business cycle. Yet, the relatively strong economy did not move the metro areas with the highest poverty from their position. The paper suggests that the underlying factors affecting metro area poverty, such as educational attainment across the population, will have to be changed to more fundamentally address poverty in high poverty rate metro areas. Reliance on changes in the macro economy will not be sufficient.

Methods Matter: A Recount of Concentrated Poverty Using a Relative Definition

Robert W. Ryan Saint Louis University
Katy Stigers Saint Louis University

The problem of concentrated poverty in the United States has been well documented in the literature. [1] Most write that concentrated poverty increased during the 1970s and 1980s, but declined in the economic boom of the 1990s.[2] In the conceptualization of concentrated poverty an important aspect is the actual definition of poverty used. The poverty line employed by the U.S. government has been used since the 1960s, adjusted annually for inflation. The unchanging definition of poverty by the federal government is an area of controversy, and operationalizing poverty in a different way shows less improvement in concentrated poverty during the 1990s than research that uses the current definition. Counting the number of high poverty census tracts in the all 331 metropolitan areas in the U.S., following Paul Jargowsky's 2003 article "Stunning Progress Hidden Problems," but utilizing a relative poverty line of 50% of median household income for the MSA shows that the gap between the federal poverty line and median household income in the US is widening rapidly, possibly due to increasing income inequality. While Jargowsky showed that concentrated poverty dropped by 24% across the US in the 1990s, when only the 331 metropolitan areas are examined using a relative standard (see

definition above) the data show that concentrated poverty actually increased by 4.5% in the 1990s. These findings suggest further study is worthwhile in several areas: the impact of increasing inequality on social cohesion; the possibility of area specific poverty lines that take into account the regional differences in cost-of-living; and how the characteristics of "concentrated poverty" census tracts identified with a relative poverty standard compare to those identified with the federal standard. [1] William Julius Wilson, The Truly Disadvantaged: The Inner City, The Underclass, and Public Policy (Chicago: University of Chicago Press), 1987 and Paul Jargowsky, Poverty and Place: Ghettos, Barrios, and the American City (New York: Russell Sage Foundation), 1997. [2] Paul Jargowsky, "Stunning Progress, Hidden Problems: The Dramatic Decline of Concentrated Poverty in the 1990s" (Washington, D.C.: Brookings), May 2003. 3.; Paul Jargowsky and Rebecca Yang "The 'Underclass' Revisited: A Social Problem in Decline," Journal of Urban Affairs, Vol. 28, No. 1 (pp 55-70).

Low Income Families and Their Exposure to Other Income Groups
         Jason C. Booza Wayne State University

The examination of the urban poor in America is as old as urbanization itself. An expansive body of literature, both qualitative and quantitative, have discussed plight and social isolation of this marginalized population. However, few if any studies have examined who lower income groups are exposed to and how much are they exposed. In this article, we provide a descriptive portrait of where (which metro area) lower income groups are more likely to be exposed to other income groups and by how much. We employ a relative typology that defines income groups based on the metropolitan area median income in which they reside. We believe that such a measure captures the realistic economic position of families based on local economic conditions. Using an interaction (exposure) index to deconstruct the association between other income groups and lower income families, we examine families in the 100 largest metropolitan areas in the United States between 1970 and 2000. We find that lower-income families have become increasingly more exposed to other income groups, including those with very high incomes.

Patterns of Urban Affluence and Poverty
         Susan F. Bennett DePaul University

An analysis of changes in Chicago community during the 1990s showed that as poverty deconcentrated, affluence continued to concentrate. Both trends can influence opportunities available to residents, as can the factors underlying such changes. The analysis also showed two different forms of community change. The first process seems to reflect gentrification: declining population, declining number of housing units, increasing professional population, and the presence of high-rise public housing in 1990. The second seem to reflect an expansion of family households: increasing population, increasing child population, increasing housing units, and the absence of high-rise public housing in 1990. The proposed paper will analyze 1990 and 2000 census data for cities selected from the northeastern, Midwestern, southern, and western regions of the country to address two primary questions. First, do those two patterns of community change occur in cities in other regions of the country and do they vary by region. Second, as patterns of racial segregation also changed in the 1990s, how does these changes relate to those of poverty and affluence concentration?

Session 33. Prospects for Post-Katrina New Orleans

Rebuilding Lives and Communities After Katrina

Susan Saegert City University of New York Graduate Center

Katrina unfolded as the most catastrophic disaster in U.S. history, having all the characteristics of disasters that most undermine the psychological and social functioning of a community. On-going research, mental health professionals, and those on the ground in New Orleans since Katrina all agree that the mental health consequences have been devastating. These include high levels of depression, Post-Traumatic Stress Disorder, and increased rates of suicide.   This presentation will briefly review the research that relates psycho-social responses to pre-existing conditions in New Orleans, the disaster itself, and events since then. Common responses to disasters such as psychological distress, feelings of helplessness, inability to concentrate, and loss of positive feelings about place and life in general pose challenges for decision making, community organizing, planning and collective action. These challenges affect not only citizens, but local decision-makers responsible for planning and recovery efforts. They result in depleted staffs, shortages of personnel at all levels, and overload on those remaining. I will present ideas developed in concert with the Neighborhood Housing Services of New Orleans about ways to counter these difficulties and support community rebuilding. NHS of NOLA brings a host of housing and financial tools to assist low and moderate income communities in rebuilding, but became aware of the psychosocial barriers that existed in approaching residents, and which also challenged staff. The approach builds on a successful effort with families living in homeless shelters in New York during the welfare-to-work transition. By conducting the program in the context of an organization that provides financial and practical resources for recovery, the approach addresses not only the relief of psycho-social problems created by the hurricane, but also the conditions that cause them.

Assessed: Damage Reports and Recovery in New Orleans

Rebekah Green Earth Institute of Columbia University

A year after Hurricane Katrina hit New Orleans, a buzz of activity is evident in the middle-income areas of Lakeview and East Orleans. Across the Industrial Canal, in an area known for its fierce devotion to place and tight social connections, the Lower Ninth Ward lies eerily silent and largely devoid of these signs of recovery. Following the hurricane, a team of engineers and social scientists examined the process of recovery in the Lower Ninth and East Orleans by examining perceptions and accuracy of the FEMA conduct city-wide assessment of the damaged infrastructure. These assessments informed decisions regarding which regions would be open for recovery, which regions would be deemed unsafe for entry. Later these same assessments became a rationalized tool for determining building permit procedures grant allocations through the federal and state government. Independent engineering assessments of 65 residential units and statistical analysis of 590 city damage estimates indicate that these assessments were prone to over-specification of results and internal biases producing higher damage estimates in the Lower Ninth than in other areas of the city. A phone survey of 40 displaced residents exposes a complex picture of how damage assessment affects the lives of displaced residents. Displaced homeowners of the newly developed, middle income neighborhoods of East Orleans have been able to negotiate damage assessments in ways that allow them to begin rebuilding to the less-stringent pre-Katrina building code guidelines. In contrast, homeowners of the lower income Upper and Lower Ninth Ward face both internal and external challenges in attempting early resettlement. Higher damage assessment values delayed their entry into their neighborhoods and significantly increased the costs associated post-Katrina code compliance. This close analysis of one governmental policy helps illuminate

how New Orleans recovery is being shaped by pre-Katrina social inequalities that, post-disaster, become rationalized in recovery policies.

Resilience and Recovery: Strategies for Rebuilding Damaged Communities After Katrina.
　　Louise K. Comfort University of Pittsburgh

This paper would examine the different strategies for rebuilding communities damaged by Katrina that have been proposed and enacted since the 29 August 2005 hurricane. An important issue in this debate has been the security of the technical infrastructure that is designed to protect the vulnerable communities in New Orleans and the surrounding parishes. The design and development of this infrastructure represents a quintessential intergovernmental problem, with each level of jurisdiction -- local, parish, state, and federal -- requiring different types of information to support decision making, and using different forms of feedback to their respective clientele about the specific types of action that are required at each level. This analysis will seek to identify the networks of decision and support that led to positive or resilient actions, as well as the gaps or obstacles in the decision process that have delayed the conclusion of meaningful work.

Politics and Planning in Post-Katrina New Orleans: Lessons from the Mosh Pit
　　Carey Sheathe Rockefeller Foundation

While post-Katrina New Orleans lost half of its residential population, its population of planning professions increased exponentially. Plans, planners and planning emerged in their many forms in the months after the disaster. At times it appeared that New Orleans was even less prepared for the wave of planning activities than it had been for the hurricane. Over the ensuing months, the citizenry engaged in a slew of civic activities previously unknown to them with a bold, new lack of tolerance for anything that smacked of patronage or "business as usual". While politicians, philanthropy, planning superstars and the occasional movie star entered and exited the stage, the citizens pushed on. A year and one-half later we ask how did the often cacophonous planning process change the people and political and civic infrastructure of the Big Easy? Why did philanthropy play such a large role in the city's affairs? What plans emerged and how are they reshaping this impoverished, southern city? How are Federal, State and local resources being deployed? What has been predicted for this city and what do the early indicators tell us? And what are the still-pressing needs to be addressed by socially conscious urbanists?

Participatory Planning for New Orleans: Going Against the Tide
　　Ronald Shiffman Pratt Graduate Center for Planning and the Environment

Katrina became a catastrophic man-made as well as natural disaster through a history of decisions predicated on a set of debilitating biases against collective action and the role of government, and an unfettered belief in the private sector as exemplified by failure to address inter-dependent issues of global warming, regional spatial planning policies, and strategies to uproot poverty. Blatant racial and class discrimination compounded these biases. The effects of the confluence of biases were laid bare by the breaking of the levees. The television coverage of the hurricane and its aftermath demonstrated the limits of our technical capabilities and exposed our incapacity to govern and to collectively respond to an unfolding emergency. These beliefs continue to impede recovery. Little recognition of the issues of global warming and sustainable development exist, except as a pretext to shrink New Orleans in order to prevent its low income and minority population from returning. The relief and recovery effort have been driven on the one hand by use of major multi-national corporations for clean-up and debris

removal rather than harnessing local government capabilities and local entrepreneurial potential, and on the other by delegating to individuals responsibility for resettling the city. Funding for community planning has been splintered, inconsistent and erratic, often contributing to dissention and inaction, which in turn affects individual decisions. This approach especially adversely impacts communities with less wealth and power. Nonetheless, progress is being made. The presentation will focus on efforts to address the needs of New Orleans lowest income residents, to plan collectively with and for people, and to use the building process to enable all who desire to return to do so. Issues including the right to return to a safe and sustainable community and how this can and is being achieved will be discussed.

Session 34. Urban Economic Development: From Micro to Mega Projects

Intra-metropolitan preferences of property developers in greater Toronto's office market
     Igal Charney University of Haifa

Despite the growing recognition that metropolitan real estate markets are segmented spatially and that property development is still profoundly local, research has taken little notice of agents that actually initiate and propel the development process. Earlier studies that aimed at identifying metropolitan segmentation employed statistical techniques whilst ignoring the practices of agents that might shed light on the notion of segmentation. Greater Toronto's office market, which is Canada's largest, exemplifies a real estate market far more spatially segmented than the downtown-suburban framework, a dichotomy so extensively use in research. Locational preferences of the numerous developers that work in this market tend to be highly localized, confirming deep-rooted segmentation. Their preferences correspond to submarket classification and follow dividing lines that crisscross the metropolitan region, emphasizing the extent and the power of parochialism, which defines the nature of real estate development.

Public Opinion, Economic Development, and Policy Impact: Riverboat Casinos in Gary, Indiana
     Neil Kraus University of Wisconsin, River Falls

This paper examines Gary's adoption of riverboat casinos as a method of economic development. Using historical data, election results, reports, interviews, newspaper accounts, and other secondary sources, the paper argues that residents of Gary supported the adoption of casinos because of the overall lack of economic activity in the city. This support was rational since riverboats offered better job opportunities than most traditional service sector jobs. In addition, some of the riverboat workers have been unionized since the boats were opened several years ago. Overall, the economic impact of the casinos has been relatively positive for the city in terms of increased tax revenues and jobs for a decent number of city residents. The paper argues that regime theory, which posits a closed, undemocratic policy making system largely driven by elites, is not an adequate framework for understanding Gary's decision to adopt riverboat casinos for several reasons. First and foremost, city residents supported the riverboats proposal. Thus, despite the fact that it was advanced by several elected officials and prominent citizens, the riverboats had the backing of a majority of the public, hence the decision was not undemocratic. Regime theory also assumes (either implicitly or explicitly) that mainstream economic development policies fail to benefit most city residents, but especially those of lower income. This paper suggests, however, that the casinos have been relatively

positive in terms of their economic benefits on Gary and its residents. Either regime theory or traditional elite theory could be, however, compelling explanations for the City's construction of a minor league baseball stadium in that the stadium did not have much support among city residents, was implemented by the mayor largely outside of the oversight of the city council, and has failed to produce many economic benefits for the city or its residents.

Urban Renaissance Mega-Projects: Does the Advent of the Network Society Encourage a Return to "Grand Urban Schemes"?

Deike Peters Technical University Berlin

Starting from the seemingly paradoxical observation of an evident return to a more visionary, comprehensive approach to urban planning and plan-making precisely during a new era of multi-level metropolitan governance characterized by public officials' diminished powers to implement large-scale visions this paper focuses on the recent rise of very large-scale urban revitalization schemes in the central areas of major metropolises around the world. The key hypothesis of the paper is that this new generation of billion-dollar 'grand urban schemes' is different from the mega-projects of the 1980s and 1990s not just in size but also in scope in that a) they are directly linked to a renewed wave of physical economic and social restructuring in the central areas of world-class cities following the advent of the "Network Society" and b) they constitute a deliberate attempt by visionary urban leaders to capitalize on the renewed attractiveness of central urban locations for work life and leisure in order to promote wide-ranging restructuring schemes for central urban areas. The first part of the paper discusses the changing functions and functioning of central cities in times of the Network Society. The second half of the paper then provides an overview of a variety of recent urban renaissance mega-projects in major metropolises around the world. This final section of the paper then presents a comparative analysis of case studies from three cities - Los Angeles, New York and Berlin - followed by some preliminary conclusions.

The homegrown designer clothing industry in Portland, Oregon

Charles Heying Portland State University
Shanna Eller Portland State University
Marianne Ryder Portland State University

There has been a long history in economic development literature on import substitution but this has taken a new turn in the literature on sustainable economies. In Going Local, Shuman (2000) makes a case for a systemic shift to self-reliant economies that will arise from and be connected to a particular place. But trying to imagine how the principles of locally distinct economies would be enacted is problematic. This paper will address that question. Portland, Oregon is developing what appears to be a distinctive local artisan economy. There are numerous examples of successful efforts such as craft brewing, period housing fixtures, independent bookstores, and others. Given the price pressures and homogenizing impacts of global mass marketing and production, we wondered how this was possible. To explicate some of these questions, we proposed to drill down in one specific artisan industry in Portland, the local designer clothing industry, which now includes over 90 designers and 26 retail boutiques that sell locally crafted designer clothing. Given Portland's lack of significant historical or economic drivers, and the dominance of traditional clothing production and distribution chains, and the concentrated network of talent and suppliers at international fashion centers such as New York, we surmised that the apparent success of Portland's designer clothing industry could be illustrative of a larger phenomenon, that is, the emergence of locally distinct artisan economies. To date, we have completed 12 interviews. We are now beginning our second round of interviews and have developed an on-line survey that we are posting October, 2006.

Preliminary results of our research have provided us with some compelling insights but also many questions.

Session 35 . Sustaining Immigrant Communities Through Urban Gardening

Colloquy comments

       Daniel M. Winterbottom University of Washington

In our increasingly multi-cultural society, many voices are not expressed in the public landscape. The design of public space often reflects a class based system, representing the values of those in power. Often these places ignore the psychological, spiritual, or therapeutic needs of the users (Kaplan and Kaplan 1989 1995). This is magnified for recent immigrants who may be undergoing a sense of loss and displacement, alienation from the culture around them and loss of empowerment and self-esteem. In New York City, a unique form of park spaces have been created on reclaimed neglected urban land which meet many of the community needs: social, spiritual, cultural and ecological. These gardens support a range of activities including children's play, food cultivation, and musical expression that engage the users and offer a sense of belonging to those who may feel disconnected. As green oases in typically chaotic environments, these gardens are valued by the users for their restorative benefits. Created by Puerto Rican immigrants, these lush oases, re-creations of their indigenous landscapes, provide respite from the surrounding streets in a familiar "home" setting. Casitas constitute a unique blend of landscape, vernacular architecture, and art. This paper will present how these spaces are used as restorative refuges and as places to express and affirm traditional cultural values, how they offer a meaningful alternative to traditional western gardens and public parks for local communities, and ease the process of displacement, alienation, and adaptation in a new environment. In this iteration of community gardens the building of and attraction to the casita represents both a connection to and a celebration of traditional Puerto Rican culture and a reclamation and adaptation of the environment by the Puerto Rican community.

Colloquy comments

       Julie M. Johnson University of Washington

{Four urban garden case studies highlight unique cultural, social, environmental, and nutritional values, identify challenges, and suggest strategies to sustain immigrant communities through gardening.}Marra Farm Case Study Julie Johnson, AICP. One of the last two agricultural lands in Seattle, Marra Farm has been revitalized in recent years with gardens serving immigrant families, children, and youth. This 4.5 acre farm lies in an industrial and residential district of the South Park neighborhood that contains the highest percentage of Latina/os in Seattle, has no grocery store, and many residents rely on food banks. Given this context, the non-profit organizations, agencies, and individuals comprising the Marra Farm Coalition defined their mission to "address community food security needs, provide a space for sustainable agriculture education, and engage community members" (Seattle Parks and Recreation 2006). Four gardens serve different members of the community: several Latino families tend plots in the City-managed P-Patch; Mien community members raise produce in another garden for their community and food banks; a non-profit organization manages a garden for produce to area food banks while also providing hands-on learning to nearby school children; and another non-profit engages at-youth risk in a market garden to help fulfill high school science requirements,

as well as foster teamwork, gardening and marketing skills. The farm contains a "day-lighted" creek that supports salmon, and an adjacent property makes the farm part of an 8.7 acre open space/park with improvement plans underway. Drawing from interviews, observations, and publications, this case study examines the diverse cultural, social, environmental, nutritional, and educational values that urban gardens can play, as well as the challenges faced in aspiring to these values. The co-location of gardens in a larger community open space suggests valuable transferable lessons in serving multiple community needs, providing education and nutrition for all ages, and offering a more robust vision of sustainability in relation to more healthy environments, communities and individuals.

Colloquy comments
> Jeffrey Hou University of Washington

Located in Seattle's International District, a historically Asian immigrant neighborhood, the Danny Woo International Community Garden has served the district's elderly immigrant population for over thirty years. Emerged from a collective community effort to address the needs of the elderly population and to revitalize the declining neighborhood, the garden is the symbol of a continuing community activism in the district that began in the early 1970s. Today, the garden continues to meet the evolving needs and aspirations of the community. It functions as both a social and recreational space for the immigrant elders. The garden also contributes to the health of the elders through the vegetables produced in the garden and the act of gardening itself. Attracting residents and visitors, the garden functions as a hybrid urban space that responds to the multiple needs of the immigrant community. Based on findings from observations and interviews with gardeners and garden managers, this case study highlights the multifaceted aspects of an urban community garden in an immigrant community. Specifically, it examines how the Danny Woo Garden and its design and management help support the cultural practices of the immigrant community as well as allowing the immigrant elders to adapt to the new environment. It investigates how the garden and its associated activities and networks support the cultural, social, environmental, and nutritional aspects of everyday life in the community. The conclusion from the case study argues that, through social interactions, environmentally sustainable practices and physical activities, urban community gardens can have significant contributions to the social, environmental, and physical well-being of an immigrant community. As a hybrid urban open space, urban community gardens such as the Danny Woo Garden help mediate the needs of individual immigrant residents and the broader diverse urban populations.

Where's the Bok Choy? A Case Study Analysis of the High Point Market Garden
> Vanessa N. Lee University of Washington

Named after the topographic high point of Seattle, the High Point Redevelopment is home to many South Asian and East African refugees. As the neighborhood has undergone a recent change from run-down government housing to Built Green mixed-use residences, so have these populations. In the context of these disruptive changes, the High Point Market Garden remains strong and active with gardeners working their plots to supplement their income and provide fresh nutritional produce for CSA (Community Supported Agriculture) subscribers as well as their own families and friends. Cultivating Communities, a collaborative program of the P-Patch Trust non-profit and the Seattle City P-Patch Office, began in response to the interest of these SHA (Seattle Housing Authority) residents in growing their own culturally relevant food. Through this staffed support, seven market gardeners and ten community (i.e.: non income-generating) gardeners of predominantly Vietnamese and Cambodian ethnicity, are sustained nutritionally, socially, and culturally. This study explores the purpose, meaning, and role of the

Market Garden in the lives of the High Point community. Who are the gardeners, who is actually benefiting from the garden, and how are they benefiting in both qualitative and quantitative dimensions? Qualitative research includes in-depth interviews of the High Point experiences of gardeners, residents, subscribers, staff, and designers. Quantitative research includes the amounts of produce to compare how much food is received by subscribers versus gardener families, and examine the quantity that actually supplements their diet and income. With regard to food security, High Point possibly possesses quantifiable self-sustaining food sources. Both nationally and internationally, designers and community organizations can look to High Point as a model for other similar places that meld housing and urban agriculture to serve and sustain immigrant populations.

Session 36. Affordable Housing: Local, State and Federal Policy Initiatives

Governance and Diversity: Strategies for Promoting Economic, Racial and Social Integration in Metropolitan Phoenix

Joanna D. Duke Arizona State University

The Phoenix Metropolitan area has grown and will continue to grow at an astonishing rate, recently surpassing Philadelphia as the fifth largest city in the United States. Migration, both intranational and transnational, has contributed to this trend. Rapid growth has posed and will continue to pose economic, political and social challenges for the region's infrastructure. Affordable housing has become a serious problem in the region as housing prices soar and development seems to further polarize economic groups. Drawing on theories of urban governance and diversity, this paper examines structures in place for promoting affordable housing and diversity in the Phoenix metropolitan area. Specifically, it will examine how governing entities are promoting affordable housing and integration in the region. This research seeks first to determine the extent to which local governments, housing authorities, advocacy groups and other governing entities coordinate their efforts in shaping regional housing policy and second analyze the extent to which policies are promoting economic racial and social integration. Data will be collected through in-person interviews and observations of local government officials, housing authorities, housing advocacy groups, developers, homeowner associations, real estate and lending agencies and residents in the region. Interview questions will focus on the opportunities and challenges the different governing agents perceive in light of migration trends and what policies they support or oppose.

Innovation and Entrenchment among Public Housing Authorities: Housing the Poorest of the Poor in the Northwest

Rachel G. Kleit University of Washington
Stephen B. Page University of Washington

Since the 1980s, the U.S. federal government has gradually delegated discretion over fundamental decisions about public and assisted housing policy to local public housing authorities. As a result, PHAs' choices about policy priorities and organizational strategy are now a key determinant of the design and implementation of federal subsidized housing policy. In short, agency-level strategic choices have policy implications for the impacts of federal housing programs under devolution. Based on semi-structured interviews with senior staff and content reviews of agency strategic plans and other public information for the 13 largest public housing authorities in the Pacific Northwest, this paper presents a typology of PHA responses linked to specific community and organizational conditions. First, some PHAs defend the historic federal

commitment to provide affordable housing to the poorest in U.S. society, focusing organizational resources on marshalling supportive services, funding, partnerships, and capacities to house the poorest of the poor, help stabilize their lives, and provide the assistance they need to move toward self-sufficiency. Second, some PHAs react to particular federal policy directives by sacrificing the provision of affordable housing in the service of ensuring PHA financial sustainability and moving tenants out of assisted housing on a timely basis. Third, some PHAs innovate by pursuing financing partnerships and operational efficiencies that marshal and conserve funds for housing development and rent subsidies, eventually creating additional opportunities to serve a mixed-income clientele or to extend services for the poorest of the poor. As these alternative scenarios indicate, PHAs' choices about organizational strategy privilege different values that are at stake in recent debates between the advocates of retrenching historic federal housing commitments and those who seek to improve implementation and accountability for existing commitments.

States, Housing, and Policy Innovation: The Role of State Housing Finance Agencies
        Corianne P. Scally Rutgers, The State University of New Jersey

The gradual withdrawal of federal leadership in affordable housing has required states to step into an ever-widening gap in housing policy and finance. Most have attempted to do so by targeting new and existing resources to better meet the needs of their diverse populations, geographies, and housing markets. However, existing state housing program scans (for example, Stegman 1999; Meck, Retzlaff, and Schwab 2003) hardly do justice to the nuances in state housing policy development and implementation that drive programmatic decision-making. This research seeks to advance our understanding of these policy processes through a thorough examination of the one housing agency that all states have in common: state housing finance agencies (HFAs). As the states' primary administrators of housing funds, as well as key actors in related statewide planning initiatives, HFAs play a significant role in constructing and carrying out housing policy. Utilizing data gathered from over two dozen interviews, document analysis, and observations, I present case studies of the Illinois Housing Development Authority and the New Jersey Housing and Mortgage Finance Agency. I find that these agencies have a unique combination of both financial and legislative independence that can enable flexibility and innovation in meeting state housing needs. However, such creativity can be either furthered or frustrated in a number of ways. Internal, bureaucratic factors, such as staff turnover and attitudes the role of the governor and the Board of Directors resource availability and restrictions and state government housing infrastructure all have a strong impact on HFA capabilities. Externally, diverse interest groups, political concerns, and market conditions can push HFAs to the cutting edge or tie their hands in effectively promoting affordable housing in their states. While the potential exists for HFAs to make innovative affordable housing policy contributions, it can be easily overshadowed by bureaucracy, misperceptions, and conflict. The key to overcoming these barriers includes increased communication, collaboration, and flexible resources.

City Housing Conditions, Strategies, and Types: Results of a Survey of City Housing Directors
        Christopher W. Hoene National League of Cities
        Christiana McFarland National League of Cities

The 1949 federal housing act set as a goal the provision of "an affordable, decent home in a suitable living environment for all Americans." A half-century later, that goal remains unmet for many residents in cities and the federal role in helping local policymakers achieve this goal is increasingly at risk. Against this backdrop, the authors conducted a nationwide survey of

municipal housing directors focused on obtaining their views about housing needs and conditions in their cities, strategies they utilize and their assessment of the effectiveness of those strategies, and their views about state and federal roles. The survey results are analyzed across cities of different sizes and in different regions, and particularly across a typology of cities constructed based on a variety of socio-economic and demographic factors. The results of the analysis reveal that city officials are most concerned about providing housing for low-income working families; that they are increasingly moving toward strategies focusing on providing direct housing assistance to residents and/or collaboration with other governments and non-governmental partners; that they feel that federal and state governments are not doing enough; and that problems long thought to be limited to inner cities of the largest cities have spread to many suburban communities.

Can States and Cities House the Poor Without Federal Subsidies?

Alex Schwartz Milano The New School for Management and Urban Policy
Elizabeth J. Mueller University of Texas at Austin

It is widely assumed that state and local governments lack the resources necessary to provide affordable housing for the poor, the income group with the most severe housing needs. To the extent that they do house the poor, it is almost always with federal subsidies, such as Housing Choice Vouchers. Most often they use tax credits, block grants, tax-exempt bonds, trust funds, and other funding sources to assist households with incomes substantially above the poverty line—mostly by providing equity and low-interest mortgages for housing development projects. However, with the federal government having severely decreased its support for public housing, vouchers, and other types of subsidies targeted to extremely low-income households, states, cities, and other localities will need to change the way they address affordable housing needs. This paper documents the minimal the extent to which states and localities currently assist extremely low-income households through the most prevalent funding sources, including Low Income Housing Tax Credit, Tax-Exempt Bond Financing, HOME block grants, Housing Trust Funds, and Inclusionary Zoning Programs. It argues that the extreme concentration of housing affordability problems among the poor requires states and localities to reshape their priorities for housing assistance, even if this involves providing larger subsidies to fewer households. The paper offers two recommendations on how states and localities could provide more targeted assistance to poor renters—through locally funded vouchers and by the capitalization of operating reserve funds designed to supplement the rents paid by extremely low-income tenants.

Session 37. Race, Ethnicity and Neighborhood Businesses

Camionetas in the US: Informal Transit Companies as Minority-Owned Businesses

Lisa A. Schweitzer Virginia Tech
Abel Valenzuela Virginia Tech
Adriele Robles Virginia Tech

Camionetas are mini-vans privately operated as jitney services, run by immigrants for immigrants throughout US cities, Mexico, and Central America. Media accounts have portrayed camionetas as part of an unscrupulous industry that endangers and exploits riders, primarily farm workers and other undocumented workers. Using interviews and ethnography, we analyze who patronizes camionetas in Southern California, and why. Patrons revealed why they use this service, including a discussion of their attitudes about the services, other transportation options,

and access to employment. Finally, we conduct empirical tests to see whether these services are as exploitative of their riders as portrayed. Camionetas are primarily used by Mexican immigrants with varied socio-economic characteristics who want to travel inter-regionally and transnationally. Patrons praised camioneta service for timesavings, Spanish-speaking drivers, more flexible and "out-of-way" stops, the inclusion of Spanish music and television in the vehicle, and door-to-door service. Ethnographic evidence showed that the camionetas operating in Southern California were comfortable and safe. But statistical tests suggest that undocumented patrons in our sample may face price discrimination. In addition, most camioneta customers are in the US without documentation, while many providers have legal status. The result is that drivers have considerable power over their customers, especially during security crack-downs in more formal transit services, like airlines. This research informs policy debates about transational vehicle travel, safety, privatized transit, and access among marginalized groups.

Korean American Hostess Bars in the Los Angeles South Bay: Externalities of Korean Corporate Relocation

Lily K. Song University of California, Los Angeles

Distinguished by female staff that entertains customers by pouring drinks, making conversation, and occasionally singing karaoke, hostess bars have appeared in various regions across the United States as Asian immigrants have established enclave economies and replicated establishments they enjoyed in their homeland. As Korean American hostess bars have yet to become the focus of scholarly investigation, they are vulnerable to stereotypes and assumptions informed by the media and US State Department uniformly linking them to prostitution and sex trafficking. However hostess bars vary considerably; many establishments are not only legally sound but also serving valuable social, cultural, and economic functions. February 2007 marks the completion of the first academic study to examine the hostess bar within the socio-spatial context of the United States. By examining the institution's development in the Los Angeles South Bay during the 1980s and 1990s as an externality of Korean corporate relocation within the context of globalization; diasporic movements, enclaves, and economies; and shifting regional demographics and economies, the study aims to broaden understanding of the Korean American hostess bar as well as Korean American community economic development. The project identifies historical locations of Korean American hostess bars, Korean Corporations, and Korean American logistics firms in the South Bay; studies relationships that have existed within and among these South Bay Korean American enterprises; observes changes in hostess bar client demographics from the late 1970s until the present; describes challenges to siting and continued operation for hostess bars; and examines contributions of Korean corporations to community formation, specifically Korean American enclave development and settlement processes. The methodology combines in-depth interview, archival analysis, and GIS mapping.

Immigrant Entrepreneurs and Community Development: Korean Dry Cleaners in Los Angeles

Ward F. Thomas California State University, Northridge

The traditional model for thinking about how immigrants adapt to life in the U.S. holds that immigrants start at the bottom and work their way up. Economic mobility involves a process of assimilating into mainstream institutions, learning English, acquiring education, and building labor market experience. In recent years, however, scholars have recognized entrepreneurship as an alternative avenue by which many immigrants adapt to life in the U.S. The scholarly literature has generally focused on the causes and consequences of entrepreneurship among different immigrant groups in the last couple of decades. The study presented in this paper

attempts to contribute to this literature through a case study of Korean immigrant entrepreneurs in the dry cleaning industry in Southern California. Koreans comprise over 50 percent of the owners of dry cleaning establishments in this region. The study places particular emphasis on the concept of ethnic solidarity developed by Mim. Mim argues that Korean entrepreneurs in the U.S., more than any other immigrant group, play the role of "middleman" minorities. Middleman minority is a concept that holds that immigrant entrepreneurs play the role of middlemen between low-income minority consumers and large corporations. Big corporations and white merchants are unwilling to invest in low-income minority neighborhoods where the residents spending capacity is low and the crime rate is high. Mim argues that middleman group business-related conflict enhances ethnic solidarity. In this economic role, they encounter business-related conflicts with customers and suppliers, landlords, and government agencies regulating small businesses. These conflicts enhance their ethnic solidarity – operationally defined as "the degree to which members use ethnic collective actions to protect their common interests." A case study of Korean dry cleaners in Southern California provides an interesting opportunity to examine the concept of ethnic solidarity because the industry is highly regulated by the South Coast Air Quality Management District as a result of the industry's use of perchloroethelyene in the dry cleaning process. The Environmental Protection Agency as classified perchlorethyleye as a toxic chemical and the scientific community has linked perc to cancer and other health problems. The study is based on personal interviews, telephone interviews, Dun and Bradstreet data, and several other secondary sources.

Merchant Effects: Inner-City Small Businesses as Agents of Neighborhood Revitalization
Stacey A. Sutton Columbia University

There is tacit agreement that the quality and variety of neighborhood retail affects the social and economic value of urban localities. It is not surprising, therefore, that increasing urban residents' access to a range of retail amenities is an important concern within policy debates, academic research, and everyday discourse. However, commercial revitalization strategies designed to strengthen and sustain existing neighborhood small businesses, particularly minority merchants, and the unique local identity they help create requires further attention. Additionally, ways in which collectivities of inner-city neighborhood merchants inform local conditions and become agents of neighborhood change remains implicitly assumed in most instances, yet conceptually and empirically underdeveloped. The aim of this paper is to address the lacunae in research that examines the relationship between entrepreneurship, neighborhood revitalization, and spatial identity. In this paper, I develop the concept "merchant effects" to capture important outcomes – physical, social, commercial, institutional, and communicative - uniquely crafted by neighborhood small businesses but influence the overall neighborhood character. In this paper, I show how neighborhood minority merchants produce symbolic and material resources that in turn produce social and economic value for the areas in which they are located. I found that it was through the "formal" actions of the merchant association that spurred additional neighborhood change activity among the merchants and led to the production of other merchant effects. Moreover, this research highlights ways that the neighborhood merchant association, which operated as both a business and cultural institution, was critically important for (re)establishing a positive neighborhood identity. Moreover, the merchant association facilitated the transform of Fort Greene from a stigmatized black ghetto into a vibrant cultural enclave.

Session 38. Expanding the Capacity and Effectiveness of CDCs

Uses of Data, Maps, and GIS for Community Empowerment: Successes, Failures, and Challenges
Meg Merrick Portland State University

Recognizing the power of maps and geographic information systems (GIS) technology to tell stories of place and reveal the relationships that underlie our communities that could help community organizations to promote their own agendas, the Community Geography Project (CGP) of the Institute of Portland Metropolitan Studies at Portland State University has, since 1999, provided both GIS analysis and GIS training to staff members of community-based organizations adults and K-12 students. The CGP has focused on grassroots uses of GIS that stress the active use of the tool by community members (the public) in a participatory fashion (sometimes called PPGIS), rather than the provision of public data in an online GIS interface. This paper presents examples and an assessment of the successes, failures, and challenges that a variety of community groups have faced in attempting to implement the use of GIS within their organizations as well as those related specifically to GIS use. Organizational issues include inadequate appreciation of the power of the tool, inadequate funding for trained staff hardware software and data. Obstacles associated with GIS use include: data acquisition and preparation costs, the inclusion of qualitative information into GIS analysis and display, questions of analysis type, cartographic design and map interpretation, and the design of appropriate uses for community building exercises and for advocacy. Through lessons learned this paper concludes with a framework with which to identify and act on the level of participation particular publics are willing to take on with regard to GIS use and how best to utilize it to promote community agendas.

Role of CDCs in Urban Community Development: The success story of Papakolea CDC in Honolulu, Hawaii
Muthusami Kumaran University of Hawaii – Manoa

Urban community development corporations (CDCs) have long been playing critical roles in improving the quality of life in low-income communities. Governments and private donors have increasingly relied on CDCs in providing important social services for the residents of these communities. Concerned about all aspects of community life, the CDCs reach-out to the residents by developing local-based and issue-based strategies that address a comprehensive set of needs. Successful CDCs believe that residents have the most knowledge about what needs to be done in their own communities and the community should control them through active participation. In the past decade, hundreds of CDC 'success stories' have been documented by researchers. This study looks into the 'success story' of Papakolea Community Development Corporation, the CDC working in the Native Hawaiian Homestead community of Papakolea in Honolulu, Hawaii. Papakolea is the only urban Native Hawaiian Homestead community on the island of Oahu. Papakolea has the highest proportion of Native Hawaiians in urban Honolulu and some of the lowest incomes. Over 75% of residents are Native Hawaiian, with 58% of all households are categorized as low to moderate income, and 11% of all households are categorized as living below the poverty line. The Papakolea Community Development Corporation (PCDC) was formed in 1999 to provide the residents of the Papakolea, Kalawahine, and Kewalo Hawaiian Homesteads with a full range of comprehensive services, including life-long educational experiences, health and wellness services, human services and entrepreneurial opportunities. During the past seven years, PCDC has continued to expand and provide various services needed by the community. This paper will take an in-depth look at the struggles and achievements of PCDC from the perspectives of strategies, leadership, community participation, and future challenges.

Learning to Walk the Walk AND Talk the Talk: Using Technology to Increase CDC Brownfield Redevelopment Capacity

Sarah L. Coffin Saint Louis University
Mark Tranel University of Missouri - St Louis
Barbara Holmes Saint Louis University
Ruth Sergenian Saint Louis University
Will Winter University of Missouri - St Louis
Joe Decepida Saint Louis University

The Brookings Institution reports that underutilized land in cities "…remains a key competitive asset for implementing a number of economic development strategies: creating jobs, increasing tax revenue, improving transportation infrastructure, and attracting residents." Per the City of St. Louis 2002 assessor's data, 15.7% of the city's more than 130 000 parcels were categorized as vacant land.   These assets are 'disguised' as derelict buildings, boarded storefronts, and vacant residential structures. Those who live near such structures suffer adverse impacts on property values, their sense of community, and overall quality of life. Furthermore, vacant properties often contain an array of conditions (illegal dumping, leaking sewage, asbestos, lead, and fire hazards) that pose serious threats to public health and safety. The volume of distressed properties, the transaction complexities, and the redevelopment costs serve as barriers to bringing redevelopment efforts to scale. This paper reports on the findings of a research project funded to help expand the capacity of local Community Development Corporation (CDCs) efforts to revitalize vacant abandoned and Brownfield properties in the City of St. Louis. The project set out to examine a series of methods for expanding CDC brownfield redevelopment capacity through the transfer of knowledge and technology by developing and implementing replicable, user-friendly technology applications for property redevelopment. By paring CDC practitioners with brownfield experts, the project examined the ways in which previously complex brownfield transactions proved less challenging for the CDCs, allowing them to address their communities more comprehensively.

Session 39 . Sustainability and the Re-scaling of Urban Places

Analytical Approaches to Social Equity Applicable in Urban Planning

Donald Miller University of Washington

The question that this paper addresses is: how can we measure the social equity implications of alternatives in planning evaluation and thus improve the way in which this issue is addressed in planning practice? The approach used in this paper first looks at the research literature on alternative ways of measuring the social distributional effects of plan and policy options, and secondly critically assesses a couple of cases in which this is undertaken. Much of the research literature is recent, and is connected with Executive Order 12898 that required all federal agencies to assess the environmental justice implications of all actions considered by these agencies, and further required reducing and mitigating those negative impacts that fall disproportionately on the less fortunate. Even though the current national administration has worked to weaken these requirements, this 1994 Executive Order has not been reversed, and since its adoption federal agencies and a number of researchers have investigated ways to carry it out. The second step in the strategy used in this paper focuses on two specific and different efforts to account for the environmental justice implications of major projects. One case involves the routing of a light rail transit system through several communities. The other

assesses the design alternatives for replacing a major elevated highway, along the downtown waterfront of Seattle, that was damaged by a recent earthquake. Both of these examples involve some federal governmental funding. Lessons drawn from assessing these two cases include problems with data sources, the need to deal with interactions between environmental impacts as they affect nearby populations, validity problems with measures, and effective ways to communicate with and involve various stakeholder groups. These cases also represent examples of how evaluating social fairness of alternatives can become part of conventional planning processes.

The Reorganization of New Orleans' Urban Region: How Disasters Can Impact Migrations at the Regional Level?

> Isabelle A. Maret University of New Orleans

The consequences of Hurricane Katrina on New Orleans have been devastating. Not only was the city flooded at 80%, but many residents could not come back to their destroyed house, and had to relocate in other cities. This forced migration has been aggravating not only for the residents, but also for the future recovery of the city, as people had to make choices to survive: find new schools, jobs, lodging. One year after the hurricane, we can still witness migrations linked to the effects of the hurricane. Many residents are still in the process of making decisions as far as how to rebuild or where to relocate. The landscape of the population distribution of the urban region is changing quickly as people are migrating to the Parishes located on the North shore of Lake Ponchartrain. This paper is focusing on the New Orleans' metropolitan area. This case study presents an interesting paradigm. Some parishes like St. Bernard Parish, Orleans Parish are suffering deeply from destruction and out migration of the population. Other parishes, like Jefferson Parish or St. Tammany Parish are welcoming many new residents and growth. While this migration could be positive, this movement raises the question of future sustainability of the urban renewal, as the urban region is highly fragmented in terms of governance and resources. Recovery, land use planning, as well as governance should be rethought in light of the present redistribution of the population in the city's region. This paper explicates with a GIS approach the consequences of the hurricane impact on population migrations in the New Orleans 'city region using population housing businesses building permits land use data both at the region and block level. It then analyses the costs of these patterns. At last, it explains the appropriateness of all proactive state and local approaches to respond to predicable disasters.

Process Tools for Sustainable Community Planning

> Efraim Ben-Zadok Florida Atlantic University

This study evaluates the formulation and implementation of process tools for Sustainable Community Planning (SCP). It aims to increase knowledge about process tools and their use in SCP. The argument maintains that process is central to understand planning for sustainability. It then calls for more focused, process-oriented definition of SCP; and for increasing awareness of process tools and the need to promote them in practice. The case-method evaluation covers a Florida project of five communities that mandated, formulated, and implemented SCP for five years. The general success of the project was qualified with respect to implementation levels of, individual process tools and the use of tools in different communities. Closing remarks address the relationship between sustainable communities and the state, in Florida and other states.

Sustainable Urbanism for the Next Century: Envisioning Seattle's Green Future

> Nancy D. Rottle University of Washington

The imperative for re-envisioning how we design, build and live becomes evident as we look ahead to the impacts of global climate change, exceed the point of peak oil, and see the consequences of suburban sprawl: impervious watersheds, plummeting biodiversity, ever-increasing CO_2 levels, and loss of resource lands. Many see the solution in high-density urbanism, where well-designed cities are magnets that attract populations away from outward-creeping suburbs and back to city cores. But the "magnet city" strategy may only be effective if cities provide requisite amenities, particularly green space, transportation alternatives, clean air and water, and civic places. A hundred years ago the Olmsted landscape architecture firm laid the foundation for Seattle's connected open space system of parks and boulevards. The plan's centennial inspired a participatory planning effort that challenged citizens to create visions for the city's connected integrated "green infrastructure" for the next hundred years when Seattle's population is expected to at least double. The project's marquis event featured a two-day citywide planning charrette involving professionals, civic leaders, citizens and students. Called Open Space Seattle 2100, the project involved multiple disciplines to integrate transportation, housing, park, drainage, waterfront, and urban forests into an optimal network of spaces that support dense urban centers. A set of illustrated, transferable strategies for urban green infrastructure resulted from the process. Implementation beginnings include city council endorsement of the project's guiding principles, a new NGO taking on advocacy, and allocation of City resources to coordinate green infrastructure planning. This paper describes the project's year-long process, its urban design outcomes and lessons, and its implementation progress. The paper will stimulate discussion about urban challenges in the face of impending environmental forces particularly climate change and ideas for solutions that may minimize adverse atmospheric ecological and social costs predicted for the century ahead.

Session 40. Multiracial Politics

Explaining African American Attitudes toward Immigration

Maruice Mangum Southern Ilinois University Edwardsville

Interesting and never examined are attitudes African Americans have toward immigration. While being a minority might make African Americans sympathetic to immigrants and supportive of immigration, reasons exist to believe the antithesis might be the case. I examine the determinants and competing explanations of African American support and opposition to immigration. It focuses on the attitudes of African Americans and other dimensions never or rarely examined regarding immigration. Using the 1996 National Black Election Study, I develop models that explore the factors that determine why some African Americans support and why some oppose increased immigration. I explain attitudes by examining, attitudes toward politics, government, and elected officeholders, examine the effects of religion and the church (two factors that have been traditionally instrumental in encouraging the political behavior of African Americans) and I determine whether group cohesion and feelings of relative deprivation compared with other groups affect immigration attitudes. Essentially, I take survey items to develop (1) socioeconomic (age, education, income, employment, status, state of residence, and perceptions of job/economic competition and threat) (2) psychological involvement (political ideology, political partisanship, internal and external efficacy political trust, interest in politics, and candidate evaluations) (3) organizational involvement (organizational membership, religion, and church factors) and (4) group consciousness models (identity, attachment, affect, effectiveness) to explain support and opposition to immigration among African Americans.

Immigration and local policies in Spanish cities: legalization, integration and the "call effect"

Jose Manuel Rodriguez Alvarez Autonomous University of Madrid

Even being a surprise, Spain has been the last years, the Western country receiving more immigrants after USA (legally and illegally). Today, about 4 million foreigners live in Spain (over a population of 44 million). Municipalities have developed enormous efforts in order to deal with this phenomenon. The new Socialist Government, after his victory in the General elections of 14 March 2003, has established a new policy, legalizing most of the illegal immigrants with the collaboration of the municipalities and giving new grants to the regions and municipalities in order to help them to integrate. Now, there is a national debate, initiated also by the Socialist and other left parties, in order to recognize to the immigrants (only the legal or legalized ones) the right of voting at the local elections, including the proposal (more and more supported) of establishing a "Latin-American Local Citizenship" for all the citizens of Latin-American Countries (from Mexico to Argentina, including Brazil), Spain and Portugal. The left is more open-minded in this arena, but the right parties and most of the regionalist parties look at this process with a deep distrust, and they would prefer to impose some special duties to the foreigner in order to become voters (and candidates) at the local level. But this so humanistic policy of the Socialist Government also presents some problems: more and more illegal immigrants are entering the country as an output of the so-called "call-effect" (the effect of a so tolerant policy towards illegal immigrants producing a very disseminated belief even among the Spanish people that everybody will be legalized at the end of the day), and the European Union doesn't help too much Spain to deal with the problem, because most of its leaders think that Spain has been to much tolerant in this arena. The paper explains and analyses these processes in Spain, with a large support on statistical data.

Immigrants and Race: Possibilities and Pitfalls for Multiracial Politics

Ron Hayduk Borough of Manhattan Community College, CUNY

How are immigrants affecting inter-group relations, particularly in light of a persistent racial hierarchy that marks life in the United States? In what ways are demographic changes enhancing and/or inhibiting multiracial politics? Although there is a growing literature about immigrants, there is little research about how they get along with each other and with the native born, particularly African Americans. Nor do we know much about how immigrants relate to each other and the native born vis-à-vis race. Yet, millions of newer immigrants, who come mostly from Latin America, Asia, the Caribbean, and Africa, are affecting the ethnic and racial composition of the U.S. population, and with it, intra- and inter-group relations. While scholars have begun to investigate the process of immigrant political incorporation, few have examined how immigrants are being incorporated regarding race and the impact evolving inter-group relations have on politics. We live in a moment filled with potentially disastrous and positive possibilities for multiracial politics. The tide may turn, in part, depending on how immigrants line up with others -- particularly African Americans -- and vise versa. Because the salience of race continues to affect inter-group dynamics, race complicates the process of immigrant political incorporation in America. These issues are central to immigrant rights campaigns across the United States, which have been growing in number and strength. Inter-group dynamics are particularly salient in the movement to restore local voting rights to noncitizens. Using survey research interviews election and census data public documents and existing studies this paper investigates the nature of the coalitions to expand voting rights to noncitizens in New York City; Washington D.C.; San Francisco; Miami; Cambridge, Mass.; Takoma Park, Maryland; and

Portland, Maine. The paper aims to illuminate factors that facilitate and impede multiracial politics in America.

Urban Voting Patterns and Female Minority Representation
> Deborah E. Ward Seton Hall University

Over the course of the last few decades, the participation of minorities in the American political system has substantially increased. This is apparent not only in increased voter registration and activity at the voting booths, but also in the elected offices held. Significantly, African-American women have made great strides in increasing their political representation nationally relative to their male counterparts as well as to other minority populations. In fact, African-American women are increasingly more effective than men in terms of voter registration and even their election to office. This paper will consider whether these national trends are evident in the urban political landscape. In addition, the paper will examine whether other urban minority groups, specifically female minorities, are experiencing a similar growth in political representation. In particular, the paper will attempt to study increased minority political participation in urban politics in relation to the growth of immigrant and or migrant populations in the target cities. This paper will examine participation in several U.S. cities, including Newark, Miami, Chicago, Detroit, and Los Angeles. I will contrast these patterns with those statewide and nationally to develop a richer perspective on the significance of the urban trends.

The impact of Caribbean immigration on Ethnic politics in Hartford, Conn.
> Francois Pierre-Louis Queens College, CUNY

Several scholars have studied the impact of coalition politics on the election of minorities in cities throughout America (Stone 1989; Mollenkopf 1992; Grimshaw 1992; Sonenshein 1993, Cruz 1998). However, very few have analyzed how emerging constituencies in these cities, such as immigrants and marginalized ethnic groups, affect the vitality of these coalitions. Since the election of Eddie Perez as the first Latino mayor of Hartford in 2001, the political presence of the Caribbean-American community in the city has greatly expanded, and it has forced the African-American community to revisit its relationship with the Latino and the West Indian population of Hartford. Through data, interviews and archival research, I will argue that although Caribbean immigrants are more visible in Hartford politics since 2001, and playing a major role in the revival of some key neighborhoods of Hartford such as Clay Arsenal, Blue Hills and Upper Albany, they are still unable to create an independent political force that can challenge the established Puerto Rican political power because of political competition with the African-American leadership.

Session 41. Municipal Actions to Reduce Poverty

Colloquy comments
> Christopher W. Hoene National League of Cities

An examination of municipal actions in 10 cities to promote equity—social, economic, racial, and political—and stem the effects of poverty and increasing disparities

Colloquy comments

Susan Clarke University of Colorado

An examination of municipal actions in 10 cities to promote equity-social, economic, racial and political-and stem the effects of poverty and increasing disparities. Commentary identifies the critical factors associated with more successful poverty reduction initiatives, including state support, long-standing leadership, police, entrepreneurs, and cross-sector alliances.

Colloquy comments
Phyllis Furdell National League of Cities

Our hypothesis was that cities can do many things that improve the quality of life for residents of low-income neighborhoods and create more equitable and fair conditions for all within their jurisdictions. My comments will include background, methodology, how we selected cities, who we interviewed and what we asked; organization of case studies, discussion of our use of the term equity agenda, and an overview of findings

Colloquy comments
Hannah McKinney Kalamazoo College

I will report on the some of the findings of the research completed in the past two years as part of NLC's Municipal Action to Reduce Poverty program from perspective of a city mayor and as one of the project researchers: Topics will include emerging leadership, city capacities; and challenges for city leaders; how leaders use powers of elected leadership to further their work; relationship between form of municipal government and ability to create an equity agenda; and the relationship between poverty reduction and economic development.

Colloquy comments
Koran Cunningham Kalamazoo College

An examination of municipal actions in 10 cities to promote equity –social, economic, racial, and political - and stem the effects of poverty and increasing disparities. This presentation will discuss some of the insights gained through the case study research. For example, four primary strategic approaches are used by cities to carry out the work of the agenda: data-driven, partnership-based, participatory governance, and market-driven. Each of these will be described using examples from the ten cities. In addition, there are patterns in the kinds of language that city officials use to frame the work of the agenda. This language is also effectively used by elected officials who use the power of the bully pulpit to create a narrative that weaves together the various pieces of an agenda into an overarching whole. The range of outcomes will also be discussed, particularly as they relate to improvements in the quality of life of people living in poverty and changes in the ways city hall does business when an equity agenda is in place. The presentation will conclude with a discussion of poverty alleviation versus poverty reduction, drawing on lessons learned about the innovative and creative ways that cities do the former, and the constraints that make it extremely difficult for cities to do the latter.

Session 42. Framing Political and Social Realities: The Role of the Media

Ebb & Flow: The Representation of Future Urban Population Shifts in Contemporary Cinema

William J. Fasano Arizona State University

Both the field of urban planning and the imagination of popular cinema have always been involved in the exploration of the urban future. The futuristic visions of the city and urban society constructed in contemporary cinema both reflect and shape popular realistic and normative perceptions of the future of the city and urban life. As part of a larger study of urban futures in contemporary film, this paper explores the depictions of urban population shifts and demographic changes imagined within popular cinema in the last ten years. The paper concludes with an analysis of the potential role of such futuristic visions in the professional and academic dialogues of contemporary urban planning and policy analysis.

How Local is Local? The FCC & Media Ownership

Danilo Yanich University of Delaware

Diverse ownership of local media outlets to present different points of view has been a cornerstone of U.S. media policy for decades---the familiar notion that the public interest is served by the "marketplace of ideas". However, that proposition is under serious threat. The Federal Communications Commission's first attempt at consolidating local television media ownership in 2003 met with stiff opposition and a ruling by a Federal Appeals Court that stopped the process. The Court scolded the FCC for not doing the research to examine the effects of its ruling. The FCC is now considering the issue again (without the research) and all indications suggest that it will adopt rules that will make media ownership consolidation much easier to achieve.   In this paper, I conduct part of the research that the Court demanded of the FCC. I examine the ownership and content of local television stations before and after they became part of larger media entities. How "local" is the content? What is covered? How? What might it mean for the coverage of public issues?

Local Television News, Health Information and Persons in Poverty

Judi T. Haberkorn University of Delaware

In any democratic society, the media serves as a formidable agent of information dissemination. The media has the power to educate and to inform the public on issues of importance. This paper will address the critical intersection of media and the sources of health information for those in poverty, specifically looking at the health issues that are covered on local television news. Utilizing a random sample drawn from a universe of over 14,000 local television news stories in 32 U.S. markets in 1998 and 2002, this paper will compare the content and production dimensions of health stories with all other stories on local television broadcasts. The paper represents a preliminary examination of the data, which will inform a more detailed content analysis of each health story in the sample.

Renegotiating Democracy in Public Space

Anna Livia Brand Massachusetts Institute of Technology

Dissent is intricately linked to public space. While the First Amendment protects free speech, dissent's dependence on accessing public space is highly controlled and contested by legal and social restraints. In this paper, I examine the relationship between protesters and public space and consider the impacts that the media has on free speech rights when equating protesters with potential violence. This paper demonstrates how media depictions of protesters justify

higher security, despite the absence of actual violence. It raises fundamental questions about who has the right to use public space. Since the World Trade Organization protests in Seattle in 1999, the media has continued to misrepresent protest events and characterize protesters as potentially violent. The September 11th terrorist attacks further amplified concerns for security in public spaces, resulting in increased securitization of the city during times of mass protests. Using content analysis of local and national papers, I examine the verbal and physical representation of protesters at the 2000 and 2004 Democratic National Conventions. My analysis reveals that continued references to past and potential violence were used to justify an increasingly organized security presence. Security included both an increased presence of security officers in public spaces, as well as the physical dislocation of protesters from public space. Images of armed security forces, clad in riot gear, were used to both warn protesters and appease the public at both conventions, despite clear evidence that protesters were overwhelmingly peaceful. An amplified post-9/11 rhetoric of national security further promoted security planning vis-à-vis protesters in the 2004 DNC.   Media coverage diverts attention away from the purpose of protests and negates dissent as vital to democratic public spaces. This paper argues that the media's rationalization of the securitized city and the potential violence of protesters has direct implications for free speech rights.

Migrating Visions: 'The Image of the City' and the Filmic Imaginary
Nicole Huber University of Washington

Since the late 1980s, sociologists and geographers connected the globalization of modes of production, communication, and distribution to processes of migration. These processes were not only facilitated by increasing transportational and communicational infrastructures more fundamentally they lead to conceive of the urban in dynamic terms be it 'time-space-compression' [Harvey] 'processes' of centralization and decentralization [Soja] 'spaces of flows' [Castells] or 'border crossing' [Dear]. Yet not only the city but also its methodological instrument of analyses was to be conceived of in dynamic terms. Intending to demonstrate the dynamics of the urban empirically, the scholars applied the analytical method of 'cognitive mapping'. This method was developed by urban designer Kevin Lynch and artist Gyorgy Kepes in the 1950s to facilitate the individual's orientation, it's 'image of the city ' within an increasingly expanding cityscape. In the following two decades it allowed the city to be read as a system of signs and codes. Since the late 1980s, 'cognitive mapping' served sociologists and geographers to map the city's explicitly spatial dimension and to incorporate the imaginary space of media into urban research. However, the method's relation to media was not new. According to Kepes, 'cognitive mapping' was not only based on a 'moving view ' this view was to be conceived of in cinematic terms. Yet Kepes did not develop this understanding in the US, but during his stay in Germany while working with members auf the 'Bauhaus'. In this context it is the intention of the presentation to show that the city was not only described through the migrating view of the individual traveling from the city center to the suburbs but that the very concept of the city was based on migration: an intercultural exchange due to exile in the context of WW II.

Session 43. Governing Cities in a Global Era (2)

Looking at universities as promoters of local governance: Analysing the project Pro-Regiones in Atoyac, Guerrero Mexico
Arturo Flores National Autonomous University of Mexico

When we talk about governance we infer that these processes would be carried out by actors that range from members of the private, public or voluntary sectors, however universities are rarely mentioned as promoters or starters of processes of governance. The aim of this paper is to look at the possibility of considering universities as promoters of governance at the local level; this by analysing the initiative entitled México: Las Regiones Sociales en el Siglo XXI (Pro-Regiones) (Mexico's social regions in the XXI century). Carried out since the last trimester of 2004 by the Social Research Institute of the National Autonomous University of Mexico, the initiative was developed based on the concern showed by the University in relation to the conditions of poverty and marginalisation prevailing in different regions of Mexico. The initiative aims at showing that the social sciences and those disciplines cultivated in the University when articulated properly with internal and external initiatives, actors, and financing can help solve local problems. Furthermore, the project seeks at starting local-regional processes of development. Pro-Regiones is expected to work in two main fronts, primarily by strengthening local participatory structures and also by giving continuity to local development projects. In the case of Atoyac, the first stage of implementation has focused into solving environmental problems by applying solutions that range from improving the way solid and liquid wastes are disposed to building up an environmental education campaign. The programme has proven that it is possible to establish alliances with a wide variety of actors when the will to solve particular problems prevails.

Public Authorities and the New Ecology of Urban Governance
      James M. Smith University of Illinois at Chicago
      Dennis R. Judd University of Illinois at Chicago
{This panel seeks to advance cross-national urban scholarship by drawing together scholars from different countries to examine current debates relating to urban governance in different settings.} In this paper, we assert that in recent years urban governance in the United States has undergone a fundamental but largely ignored transformation that has reduced the importance of municipalities while enlarging the reach and authority of public authorities. Because the current literature on cities has continued to approach urban politics through the lens of municipalities, the role of public authorities in governance arrangements is little understood. Most scholarly work on special districts and public authorities in the U.S. has focused on service delivery (Burns 1994; Foster 1997) and their alleged lack of democratic accountability (Caro 1975; Mitchell and Doig 1992). We propose to take this literature a step further by theorizing local governance as an ecological system characterized by complex interactions between general-purpose governments and public authorities. Among other considerations, an appreciation of these interactions makes it apparent that accountability is not a bipolar characteristic; it is far more subtle. Municipalities and public authorities must be regarded as participants within an ecological system in which all units compete for resources, authority, and political independence.

Diversity and the Democratic Challenge: Governing World Cities
      Jill Simone Gross Hunter College of the City University of New York

One of the hallmarks of globalization is increased mobility. While much research has explored the flows of capital, information, goods and services to cities, less attention has been paid to the implication of popular mobility for governing the city. Global cities today are not only growing in density and scale, but also that they are becoming far more ethnically diverse. Those who arrive in the city often come with radically differing histories, cultures, skills, interests, priorities, and needs -- some come in search of jobs or education, others seek political, religious or social asylum. As diversity and densities increase, and competition for access grows, the tensions between city dwellers intensify. Local governments sit at the center of these local contests, and

the ability to respond can of course have profound impacts on the future of the city and its people. A city that fails to manage tensions between urban dwellers, or that is unable to capitalize on the benefits of local diversity, is likely to experience decline. Popular unrest in cities across Western Europe in recent years highlights the dangers when city governments become disconnected from urban populations. This article explores how four city governments – London, Paris, Copenhagen and Toronto have confronted these issues, and considers the lessons that might be learned for urban governments seeking to build up their responsive capacity, amidst the dynamic diversity of the multiethnic world city. The four cities chosen for this analysis have seen growth in the proportion of immigrants residing in the city, they each hold the largest spatial concentrations of foreign born residents nationally, and each are also characterized by what might considered "hyper diversity" – in which no single immigrant group dominates. These cities have also been actively experimenting over the past decade with a series of institutional reforms, geared towards creating more responsive and representative local government systems. As I will show, they have had variable degrees of success. My central argument is that if cities are to capitalize on their diversity, and promote a more politically inclusive local government arena, then they may need to generate more nuanced approaches to difference, and adopt new ways of thinking about political inclusion for immigrant residents.

Against 'partnership': toward a local challenge to global neoliberalism
        Jonathan S. Davies University of Warwick

This paper presents a critique of the global fashion for partnership. Drawing on research undertaken in the Scottish city of Dundee and the English City of Hull, it is argued that collaborative structures are becoming increasingly exclusionary and managerialist in orientation. Drawing on Pierre Bourdieu's critical sociology, it is also argued that even in more favourable deliberative environments than those in Dundee and Hull subtle manifestations of power in culture discourse and bearing would undermine the potential for a Habermasian consensus between radically unequal actors. In a radical departure from the network governance paradigm, it is argued that empowerment may depend less on enhanced network democracy than on strong independent community organisation capable of acting separately and coercively against governing institutions and elites – an exit-action strategy.

Session 44. Regionalism Reconsidered II: Issues of Democracy, Scale, and Interlocal Conflict

Political Dynamics of Incorporation in the Atlanta Metropolitan Area
        Kimberly M. James Georgia State University

According to the 2000 census, the Atlanta metropolitan area has become one of the most rapidly expanding areas within the state of Georgia, as well as the nation. Recently, several neighborhoods within Atlanta's metropolitan area have succeeded in their incorporation efforts, or alternatively, are in the midst of the incorporation process. This paper seeks to examine the dynamic of incorporation within the Atlanta metropolitan area by focusing on the political dimensions of incorporation for urban democratic governance. Several questions will structure this analysis. First, what factors account for the political impetus underlying the city incorporation movement in Georgia? This includes a historical analysis of the incorporation movement in Georgia. Second, what are the specific political conflicts surrounding city incorporation? Moreover, what has been the political response of counties and/or states to

incorporation? Third, what is role of race within the politics of incorporation? This includes a comparison of racial demographics and immigration patterns within cities within the Atlanta metropolitan area that are involved in incorporation. Fourth, what are the potential democratic implications of incorporation for urban governance during a period when cities are experiencing increasing racial and ethnic diversity?

Race, Land, and Power: Unpacking Racial Conflict in Regional Affairs
     Laura E. Evans University of Washington

This paper examines racial conflict in intergovernmental relations and regional affairs. Specifically, it looks to interactions between Native American tribal governments and nearby local governments. There are many issues—such as casinos, the environment, public safety, and transportation—that bring tribes and neighboring authorities into contact. This paper explores sources of conflict and cooperation in those relations. Specifically, the paper evaluates tribal governments' relations with counties in 8 western states from 1990 to 2000. I offer two key findings. First, the analysis demonstrates that many tribes have achieved successes in regional politics by cultivating their policy expertise and political knowledge. This finding is heartening—it illustrates that building skills in the face of constraints is both feasible and effective. The second finding illuminates sobering challenges. I find that in places where tribes control a larger land base and where American Indians are a larger share of the population, active and sustained hostility from local officials can undo the accomplishments of cultivating expertise. In this blistering environment, tribes simply lose a war of attrition.   In short, when the classic ingredients for racialized competition emerge, barriers to regional policymaking proliferate. More broadly, these findings address the impact of racial conflict on regional affairs. They illustrate strategies for bridge-building, and they show specific pathways through which collaboration gets disrupted.

Central City and Suburban Participation in Interlocal Cooperation
     Lynette Rawlings The Urban Institute

This study examines where intergovernmental cooperation takes place in metropolitan areas to determine whether all jurisdictions, including central cities, inner ring suburbs, low income communities, and communities of color are equally included in the cooperation that does occur. Intrametropolitan cooperation (or lack thereof) has major implications not only for increasing the efficiency and effectiveness of local service delivery, it also has substantial implications for inclusion and equity for economically and ethnically isolated populations in the sharing of metropolitan areas resources. Recent research has shown that there is substantial variation among metropolitan area levels of interlocal cooperation (as measured by per capita intergovernmental transfers). Furthermore, within metropolitan areas there is considerable variation in cooperation by central cities, inner ring suburbs and outer suburbs. This study will provide an enhanced understanding of the nature and incidence of fiscal cooperation between jurisdictions given its potential to benefit metropolitan area residents. It will further provide explanations of what factors lead to more or less cooperation between different types of jurisdictions in metropolitan areas. It will further determine if any of this variation in interlocal cooperation is affected by the socioeconomic variation in the different jurisdictions. The study will additionally ask 1) Are there specific attributes of areas dominated by their central cities that make cooperation less attractive to the individual jurisdictions. Or, is the lower cooperation a product of the exclusion of central cities? 2) What is it about areas with high levels of income variation that leads to lower levels of overall interlocal cooperation? 3) Is the lower overall cooperation a product of the exclusion of less economically advantaged areas?

Urban Governance, the 'Virtual Region' and Policy Making: Moving Towards 'Integrated' City-Regionalism?
Tassilo Herrschel University of Westminster

'Regionalisation' has become the new 'magic word' in both academic and political debates on globally induced economic competitiveness at the city-regional level. Thus, so it has been argued, for effective policies, a city-region needs to be pitched at the 'right' scale and be institutionally represented within a government hierarchy. But, such attempts have frequently been overtaken by reality. The regional level's inherent conceptual 'fuzziness' offers a 'natural' propensity to be much more flexible and responsive to change than it has traditionally been allowed to be by technocratically-led institutionalist thinking. Among policy makers, the challenges of matching spaces of governance with those of economic activity have resulted in a fundamental review of the established way of making policies, often challenging established ways of seeing regions in relation to cities. New regional initiatives and actors have emerged that go beyond the traditional technocratic understanding of regionalization, revolving around networks and collaboration around agreed policy agendas. New 'virtual regions' have been portrayed and propagated, but there has been a realisation that 'old fashioned' administrative arrangements and sources of legitimacy are crucial for translating ideas into projects on the ground. This paper argues that 'new' regions need to be understood as the negotiated combination of its two constituent parts – conventional technocratic administrative entities with associated powers and finance, and 'new,' more imaginative forms of inter-local collaboration, revolving around 'virtual regions.' These virtual regions no longer depend on fixed territorial dimensions and boundaries, but can only become 'real' and thus visible and relevant to the general public and investors, if they can translate into specific projects on the ground. And for that they need to draw on the resources of the established levers of power. It is this inter-relation between 'old' and 'new' ways of building city regions that sits at the centre of effective and successful policy for enhanced urban competitiveness. Local factors will shape the negotiation process between the representatives of 'old' and 'new'. There can thus be no simple generic blueprint model. Examples from across North America and Europe help to illustrate this.

Emerging Megacities and Neighborhood Control: a Unique Opportunity?
Elise M. Bright Texas A&M University

The past few decades have seen the emergence of megacities--that is, the merging of several metropolitan areas into megalopolitan urban forms. This has occurred in the eastern United States from Boston to Washington DC, in the Frankfurt and London areas of Europe, and in several other locations worldwide. Many more megacities may now be emerging; for example, some contend that an urban triangle (a new urban form) is developing in Texas between Dallas, Houston, and San Antonio. The growth in these new megacities is largely unguided and unsustainable, falling mainly in the jurisdiction of counties that are legally and financially ill-equipped to manage it. This paper examines the probable environmental and infrastructure costs of undirected megacity growth in the next few decades, using the Texas Urban Triangle as an example. It then suggests that instead of allowing cities to be formed in these booming urban areas, a new paradigm be pursued that combines successful models of highly localized neighborhood governance such as that used in the Dudley Street neighborhood of Boston with successful models of regional control such as those found in the Portland and Minneapolis areas. The author contends that this dual governance paradigm has great potential to successfully guide this growth, creating more sustainable patterns of urban form.

Session 45 . Sites of Reinvention in the Canadian Urban Scene

The Reinvention of Ethnic Districts into Sites for Tourism, Leisure and Consumption: The Case of Chinatown, 1900-2007.

Francois L. Bertrand University of British Columbia

During the course of the 20th Century, there has been a major re-evaluation of ethnic districts in Western cities. Indeed, at the turn-of-the-Century and until around the 1950s the neighbourhoods of ethnic minorities, especially non-European minorities, were seen as 'blighted', 'vice-ridden', and 'destitute', to use some of the terms that were employed by the Canadian media. However, a number of things changed, and these same places are now construed as exciting and exotic places to live, roam, eat and shop. In a surprising turn-of-events, places that in the 1950s faced widespread demolition - because of urban redevelopment schemes, which were, at least in Canada, supported by funds from the federal government - are now seen as candidates for preservation, and cities increasingly boast of their ethnic precincts in order to attract outside investment, and secure large-scale events, such as the Olympics. This paper examines the transformation of one ethnic district, Vancouver's Chinatown, from a place of vice and destitution, to a site for tourism, leisure, and consumption. Fusing a number of methodologies (historical research policy analysis), and drawing on the preliminary results of expert interviews conducted with a number of actors in the ethnic economy, the paper will attempt to answer the following questions: What are the processes driving the transformation of ethnic precincts, and how do they work out 'on the ground'? Who are the main actors involved in commodifying ethnicity, and how do they collaborate together in the process? What has been the impact of such transformations on ethnic entrepreneurs, ethnic community members, and more broadly, on residents of the district? Finally, how can municipal governments facilitate the process?

The homeownership prospects of newcomers in Toronto

Pablo Mendez University of British Columbia

[This session assesses the role(s) that housing markets, immigration, and/or the politics of ethnicity variously play in the contemporary reinvention of Canadian cities.][Over the past 30 years, Toronto has become 'the world in a city,' the Canadian metropolitan area that attracts by far the largest number of international migrants from all around the globe. But Toronto is also one of the country's most expensive housing markets. While the aggregate picture shows immigrants surpassing Canadian-born households in terms of homeownership rates within 15 years of residence in the country, the housing outcomes of newcomers are in fact highly variegated, and there is evidence of declining fortunes in recent years. This paper will examine the case of immigrant renters in this increasingly globalised metropolitan centre, through a descriptive statistical analysis of households whose incomes are insufficient to qualify for a mortgage on a moderately priced house in the city-region. The role of geography and class in determining the financial accessibility of homeownership will be emphasised.

The Sweet S(m)ell of Nostalgia: The Role of Place Marketing in the Production of the 'New Urbanesque'

Nicholas A. Lynch University of British Columbia

New Urbanism's gaining popularity throughout North America has placed pressures on conventional suburban developers to find new ways of offering their consumers similar living environments. Without providing the spatial and functional neotraditional form of the New

Urbanism and its associated costs, conventional suburban developers have engaged in producing an image of the New Urbanism through marketing texts alone. As a form of 'New Urbanesque', housing developments are marketed with selective neotraditional images widely deployed through nostalgia. This paper explores the deployment of nostalgia in marketing texts as a central process in the production of New Urbanesque landscapes. It is argued that selective nostalgias are mobilized throughout housing developers' medias in a process of neotraditional branding. Using discourse analysis to unpack the nostalgic messages produced by several housing developers in Vancouver, British Columbia and Ottawa, Ontario, it will be demonstrated that marketing texts are highly discursive spaces designed to promote a neotraditional discourse in allegories, auras and antinomies of both community and nature. These themes exist as branding elements that help mark this alternative housing landscape with a conservative identity serving a selective white, middle-class consumer.

Research, race and reinvention: Geographical imaginaries on Winnipeg's Main Street Strip

Tyler R. Pearce University of British Columbia

This paper examines how particular communities are made to belong in the city through a case study of Winnipeg's Main Street, focusing particularly on its "skid row" section (known as "the Strip"), which has endured decades of revitalization programs, largely headed by the municipal government. The paper examines the history of these government-led revitalization efforts and focuses on how "urban types" (such as "the transient", "the pensioner", "the Winnipegger") and social categories (such as race, class, or gender) were spatialized in and through the constitutive terms, institutional forms, and discursive practices of revitalization. I show that the ways these geographical framings and social categorizations inform urban research, policies, and renewal initiatives shape access to civic culture and public life in mundane, yet profound, ways.

Session 46. Redlining Goes Global: A Historical and Comparative Analysis of Unequal Access to Financial Services

Is there Redlining outside Northern America?: The Case of the Netherlands

Manuel B. Aalbers University of Amsterdam

Even though most research on redlining is carried out in the US, there are also a number of studies documenting redlining processes in other, mostly Anglophone, countries. This paper presents evidence of mortgage redlining in a non-Anglophone country, the Netherlands. Research was carried out in four Dutch cities. It is demonstrated in which cities and (types of) neighborhoods redlining takes or took place. This paper will explain why redlining occurred in two cities, but not in the other two. It also explains how and why redlining was different in the early 2000s from the late 1990s. Here, structural changes in the mortgage market, including the globalization of formal and informal institutions, are taken into account. Finally, it is suggested that it should not be taken for granted that there is no redlining in Europe simply because there is almost no research on this topic. The fact that in the Netherlands some foreign lenders are actively redlining urban neighborhoods may be an indication that redlining in Europe is not limited to the Netherlands.

From Redlining to Reinvestment: The Role of Organizing and Advocacy

Gregory D. Squires George Washington University
Jan Chadwick George Washington University

Mortgage lending to low-income and minority households has increased dramatically in recent years along with homeownership rates. These developments reflect, in large part, the emergence of a community reinvestment infrastructure composed of a collection of nationwide networks of community organizations including ACORN, Center for Community Change, National Community Reinvestment Coalition, National People's Action, National Fair Housing Alliance, and others. These organizations have become highly sophisticated in researching banking practices, influencing legislation and regulation, educating consumers, and changing the way financial service providers do business. This paper examines ACORN and the broader social movement of which it has been a part in assessing the critical role of organizing and advocacy generally for democratizing access to financial services.

Reconsidering the Origins of Redlining and the Role of HOLC
Kristen Crossney National Center for Neighborhood and Brownfields Redevelopment
David Bartelt Temple University

The role of government housing programs – and particularly the syncopated relationship between inner city public housing and suburban mortgage insurance – has become a comfortable theme in the narrative of late 20th century urban decline. The neighborhood appraisals of the Home Owners Loan Corporation (HOLC) are prominently featured in this tale of racial and ethnic biases in the allocation of mortgage credit. A significant debate has emerged, however, over the extent, degree, and significance of HOLC in the post World War II segregation of America's cities. This manuscript considers the role of the HOLC in three cities with different developmental histories: Philadelphia, Pittsburgh, and Los Angeles. Using detailed data from the 1940 Census of Housing, including patterns of mortgage loans, and appraisal sheets we argue that the activities of HOLC were not ubiquitous. The appraisal sheets indicate the extent and nature of racism varied between cities. The mortgage and census data reveal dramatically different housing and mortgage markets both between and within cities. We conclude with a restatement of the place matters argument: significant differences in the physical and social geographies of these three cities created both different approaches and patterns of appraisal, as well as differing predictors of down-graded neighborhoods.

Session 47. Black Gentrification: Minimizing Displacement and Maximizing Equitable Growth

Black Gentrification: Minimizing Displacement and Maximizing Equitable Growth
Derek Hyra U.S. Department of Housing and Urban Development

In the U.S. we are witnessing a new pattern of urban renewal. Many African-American, inner city communities that have experienced concentrated poverty for the past 40 years are transitioning from poverty pockets to more mixed-income environments. Two neighborhoods symbol this trend: Harlem in NYC and Bronzeville in Chicago. An important characteristic separates their redevelopment from typical neighborhood revitalization. While many developing inner city areas experience an influx of white residents, these neighborhoods are transforming without drastic racial changeover; they are experiencing "black gentrification." While some residents perceive the influx of the black middle class as a blessing, others fear an increased threat of displacement due to escalating property values. In these neighborhoods, subsidized

housing units are being demolished and affordable housing is becoming increasingly scant. Public policies are needed to reduce the threat of displacement. This paper explores an array of policy prescriptions, at multiple levels, that attempt to enhance opportunities so that residents of inner city areas benefit from the revitalization of their communities.

White Power/Black Brokers
Mary E. Pattillo Northwestern University

The story of the gentrification of a poor black neighborhood in Chicago (North Kenwood - Oakland) by middle and upper class African Americans with the assistance of municipal, institutional, philanthropic, and corporate actors makes clear the divergent class interests within the black community. In this talk, I introduce the concept of "black middlemen" and middlewomen, as a way to understand the workings of race and class in urban politics. These African American brokers have established themselves within networks of public and private power in Chicago and beyond. They exist within a system of coalition politics that fosters and requires both finesse and subterfuge in the back-and-forth translation of the demands of various interest groups. They form the links between low-income African Americans and powerful white elites. Black newcomers broker important resources for North Kenwood-Oakland, the most basic of those being mortgage capital. Their presence, and the demands they made to financial institutions, drew investments to this neighborhood, which had long been ignored. I also explore the participation of professional African Americans in "growth machine" politics, where the goal is to increase land values and subject land to its most profitable use. This is a brokerage function that does not always have a positive outcome for existing poor residents of the neighborhood. Similarly with the politics of school reform. Again newcomers have brokered school improvements that were desperately needed, but again not all residents have benefited equally. The resources these middlemen broker are of a particular kind, in line with a neoliberal, or entrepreneurial, approach to state governance, which puts significant responsibility on citizens to choose from a universe of public goods that are increasingly provided or managed by private entities.

Racial Uplift in the Ghetto
Kesha S. Moore Drew University

W.J. Wilson identifies the exodus of the black middle class as one of the contributing factors in the creation of concentrated urban poverty and the social problems associated with it. Some middle-class African-Americans have accepted this responsibility for the condition of poor urban neighborhoods and returned to such communities in an attempt to reverse the downward spiral. This paper presents an example of the linkages between racial uplift and local community development in a low-income neighborhood of Philadelphia. I identify the specific activities involved in this form of neighborhood development and discuss how they differ from the traditional model of gentrification. The most significant differences include attempts on behalf of middle-class residents to limit displacement and improve the life chances of their low-income neighbors.

Session 48. Social Class and Mobility in Urban Spaces

The problem of place for the middle class in cities and suburbs

Louise Jezierski Michigan State University

The city served as a crucible of the middle class, as they emerged in midst of the middle ages. Capitalism and industrialization developed along with the middle classes in cities. But as early as the rise in the industrial city, the middle classes have sought to exclude themselves from city life in suburbs, especially in the US, though this trend was first developed in Britain. With the loss of the middle classes to suburbs, the idea of the renewal of the cities in the United States in the 1950s hinged on the hope of returning the middle classes back to the city. Cities have found it difficult to maintain the twin necessary amenities of housing and schools for attracting and retaining the middle classes in cities. While both the poor and the rich and found a place in the city, why do the middle classes need separate enclaves? Recently, cities such as San Francisco, New York, and Seattle have worried over the loss of their middle class population due to high housing costs – a problem separate from the one in the 1950s and 1960s as middle class neighborhoods were abandoned, yet affordable. Here I examine the crucial role of space for defining and maintaining the middle class. The use of a separate spaces and urban institutions as mechanisms for middle class formation is explored, as the boundaries of the middle class in contradistinction from working, lower, or upper classes is played out in metropolitan space. Empirical analysis of the middle class populations of Seattle, New York, and San Francisco metropolitan areas are examined.

Reshaping the urban civic fabric? Middle class practices of in- and exclusion in Rotterdam, The Netherlands and New Haven, US

Marco van der Land OTB Research Institute for Housing, Urban and Mobility Studies
Talja Blokland OTB Research Institute for Housing, Urban and Mobility Studies

Following debates on all sorts of capital – be it cultural, social, or 'creative' – urban policy to mix neighbourhoods, avoid spatial segregation and ghetto's, and discourage 'white flight' generally aims at attracting middle class residents. These attempts all envision a role of the middle class in strengthening the social fabric of cities, much along the lines as the middle class did in the early twentieth century (cf. Rae 2003). In this paper, we report on research that affirms the orthodoxy of gentrification studies, e.g. that the role of the urban middle classes in strengthening the social fabric of the city through their citizenship is limited through statistical research and through qualitative data of Rotterdam and New Haven. However, we assert that even though the general pattern is that middle classes do not live up to the expectations sometimes voiced regarding their role as a category for urban coherence and governance, there are exceptional people doing exceptional things. We thus inquire what characterizes the middle class residents who do more than we would expect from them on the basis of statistics, and discuss their motivations for civic engagements and practices of inclusion. We use this analysis to on the one hand rephrase some of the debate on (new) middle classes and argue for more fine-tuned middle class distinctions and, on the other hand, discuss the all-too-easy argumentation that participation (or urban citizenship) always contributes to social cohesion and always in inclusionary rather than fragmenting ways. The paper is based on empirical research including in-depth interviewing and surveys by Marco van der Land in a range of neighbourhoods in Rotterdam and its suburbs and ethnography and surveys by Talja Blokland in a neighbourhood in Rotterdam and one in New Haven.

Public Housing and Creating Inclusive Communities through Balancing Social Mix in Korea

Seong-Kyu Ha Chung-Ang University

Despite of strong economic growth and increased prosperity in South Korea, there are growing concerns about the problems of high unemployment rates, social exclusion, and the anti-social behavior of residents in public housing estates. It is not surprising that common characteristics of neighborhoods with high levels of social housing may include concentrations of residents experiencing greater than average levels of unemployment, low-income and reliance on welfare benefits, poor educational outcomes, mental and physical health problems and anti-social behavior. One extreme case of anti-social mixing in the Kileum housing estate in Seoul Korea has invigorated public and community debate into just what makes a functional neighborhood – is part of the problems to be found in the planning the type of housing and the 'social mix' of the residents? In Korea the debates about social mix tend not to be grounded in the viewpoints and daily experiences of the local residents affected by social mix polices. This paper draws on some preliminary findings of field survey utilizing case studies of three social housing estates in Seoul. And this study aims at seeking for the methods to draw social integration through balancing social mix. As a new way of stabilizing the housing for the urban poor and social mix, the government proposed 'Maeip' public housing program and implemented a pilot program in 2004. This program is that the government purchase private 'Dagagu' housing and rents them to the poor at low prices, focusing on the habitation in the same neighborhood as they lived in the past with the current income. The government expects that these kinds of houses would not generate any anti-social mix problems and creating inclusive communities.

(Re)thinking the quality of urban life: mobility and environment as two faces of a same context
        Catarina S Oliveiral SCTE

This paper is about mobility and environmental concerns in metropolitan context. It analyses several positions in both issues and intends to do a comparative reading on the possible interaction between them. Mobility is a variable that has always been present in human societies since the most distant times of the most elementary social organization. As societies have become more complex, in particular in the way(s) of life prevailing in today's Western world, the dynamics of the mobility of populations have also been developing. The study of mobility, or rather mobilities, is an emerging field in sociological production. The actual multiple and interrelated forms of mobility appear to be producing different patterns of social life. Environmental preoccupations is an each day more important issue in international agenda, as well as in sociological production due to it's growing importance and impact. Its social expression is nowadays deeply connected to the matter of social movements and also political debate. Seeing mobility as a global tendency connected with urban and territorial policies which are highly depend on the politics orientations and showing deep differences among different countries (Hass-Klau 2003); and looking to environmental issues as a each day more global concern, we raise the question and try to underline the importations of a lively debate about what paper should sociology play in the construction of a joint lecture of the two matters, in what concerns the urban affairs and specifically the living of urbanity and the construction of a metropolitan identity.

Session 49. Author Meets Critics – "Electoral Politics Is Not Enough: Racial and Ethnic Minorities and Urban Politics"

Colloquy comments
        Michael L. Owens Emory University
         Mara S. Sidney Rutgers University-Newark

Robert A. Brown Emory University
Peter Burns Loyola University New Orleans

The ability of minority groups generally to affect the decisions and outcomes of urban government, as well as urban government to affect their acceptance of public policies and their participation in policy implementation has been the fundamental concern in the study of minority political incorporation in cities over the last thirty years (see e.g. Greenstone and Peterson 1976; Browning, Marshall, and Tabb 1984, 1986, 2002; Reed 1988; Stone 1989; Orr 1999; Henig et al. 1999). Incorporation scholars primarily attend to assessing the openness of "governing coalitions" (i.e., strategic alliances among governmental and nongovernmental elites for deciding public issues, managing inter-group conflict, and resolving collective problems) to minorities. They also identify the factors that permit the incorporation of minorities into governing coalitions, along with the limits and potential of minorities inside governing coalitions to increase accordance between government decisions and the interests and values of their constituents. Political incorporation scholars conclude that policy responsiveness to minority group interests and values, which Rufus Browning et al. (1984, 24) define in Protest is Not Enough as "changes in city government policies [especially the distribution of public benefits] that respond to minority interests" is determined by minority representatives joining governing coalitions to determine, guide, and enact public action to resolve collective problems. They also find that minority representatives rely on community-based institutions to sustain their memberships and extract resources and opportunities for social change targeted at their constituents. This colloquy will address the state of minority political incorporation research by critiquing the latest addition to the literature, Peter Burns's "Electoral Politics IS Not Enough: Racial and Ethnic Minorities and Urban Politics" (SUNY Press, 2006).

Session 50. Technologies of Control and Urban Spaces: Myth, Rhetoric, and Reality

Protecting Our Cities from Nefarious Voices: Low Power Radio and the FCC in Urban Spaces.

Stacy Warren Eastern Washington University

(Advanced technologies applied by government to prevent and control people's access to and behaviors within cities and proscribed use of technologies are critically examined.} Radio has long been an important component of mass-mediated communication in urban space. From the early days when radio was the predominant source of entertainment, news, and other information to the current day, radio communication has been a contested process involving a sometimes uneasy relationship between producers, consumers, and those who seek to regulate it. The creation of Low Power FM (LPFM) radio in 2000 has encouraged new interest in (legal) community radio, but many argue that the FCC regulations governing its existence exhibit a bias against urban LPFM radio stations. Using a combination of archival work, interviews, and GIS mapping, this paper examines the geographic and cultural distribution of LPFM stations and, in parallel, the geographic and cultural distribution of FCC disciplinary activity. The paper demonstrates that as FCC regulations make legal low power community radio increasingly difficult in urban settings, their attempts to shut down urban radio pirates have also intensified. It is concluded that large urban centers offer crucial hegemonic ground upon which access to media is being debated.

"From Burglar Alarms to Precision Missiles: The Use of Technology to Control Access to and Behavior in Urban Space

Robert Warren University of Delaware

For over a century, techno-solutions to urban phenomena ranging from minor crimes, civic disorders, and terrorists have been invented, applied to an increasing array of phenomena in urban space, and become more complex and life threatening. These range from burglar alarms, video surveillance, facial and biometric identification, weapons to incapacitate individuals and crowds, and mechanisms to continuously monitor the location of people to aerial launched missiles to strike precise targets in city streets and residences. They have been developed and adopted within a culture diffuse with the mythology that virtually all problems related to crime and public disorder can be solved in this way. In spite of the fact that there is substantial evidence the performance of many control technologies is questionable in relation to what is claimed for them, favorable rhetoric is commonly substituted by government for systematic assessment of the result the various technologies have actually produced. This paper will lay out a framework for evaluating control technologies in relation to what their impact and its timing are intended to be (prevent, intervene during undesired events, or post-event apprehension conviction, and subsequent control of responsible person); what variables, processes, and externalities are relevant for such assessments; what evidence is available concerning the performance of the technology and to what extent and how is the actual performance distorted and misstated in official rhetoric and reports; finally, what the implications of the findings for methods of analysis and assessment of technologies of control and for democratic practice in urban space will be discussed.

Feigning Control of the Uncontrollable? Money Laundering, Information-Communication Technologies, and the Proliferation of Surveillance in the Wars on Drugs and Terrorism

Peter Shields Eastern Washington University

For US law enforcement agencies, the "information revolution" has been eroding their capacity to regulate money laundering, thereby undermining their ability to combat illicit drug trafficking and terrorism. They argue that without enhanced surveillance powers, these problems will be exacerbated. This emphasis on the control problems precipitated by technology distorts our understanding of the relationship between the "information revolution" and money laundering, much of which has been fuelled not by technology but by the dynamic interaction between technology developments and ongoing changes in criminal justice policy and the US state. An alternative narrative is sketched: the escalation of the US state's failed "War on Drugs" has been a key factor driving both money laundering and the proliferation of surveillance countermeasures. In this context, information-communication technologies have been key resources/sites of struggle for both money launderers and law enforcement. The expansion of surveillance powers has done little to curb this action. Indeed, the expansion may well have escalated laundering as well as eroded civil liberties and aggravated forms of discrimination. This paper suggests that a similar dynamic is operating in the US state's "New War on Terrorism."

Session 51. Immigration: Impacts on Housing and Neighborhoods

Do Immigrants Contribute to Urban Violence?

Gordana Rabrenovic Northeastern University
Daniela Methe Northeastern University

In a current debate about immigration, the relationship between immigration and crime is often mentioned. In this paper, we will examine the role of immigrants in violent crime as both offenders and victims. We will conduct this analysis by examining empirical evidence across three substantive areas: juvenile violence, hate crime and gender violence in two different settings: the United States and Europe. We conclude the paper by comparing policy responses to immigrant related violence at both settings.

Gated Communities and Social Change: Impact of Gating and Latino Immigration on American Cities

Elena Vesselinov University of South Carolina

The paper focuses on the relationship between the rise of gated communities (GCs) in the West and South regions of the U.S. and the rise of the Hispanic population in the same regions in the context of the urban sociology literature. We estimate the effects of ethnic change on gating both as long term change, 1970-2000, and as short-term change, 2001-2005. Two research questions are addressed: 1) What are the mechanisms of selection into GCs for whites and Latinos in thirteen large metropolitan areas? 2) Is the increase in the number of Latinos in U.S. cities a structural condition affecting the increase in GCs? These questions are addressed by applying quantitative analyses to two metropolitan samples of the American Housing Survey (AHS, 2002 and 2004) and two National Samples of the AHS, for 2001 and 2005. In addition, the Neighborhood Change Database Tract Data from 1970-2000 (NCDB), is used to analyze the long-term change in metropolitan areas in the U.S. The present research will contribute to scholarly debates about the impact of Latino immigration on American cities, particularly in the South and the West. There have been many arguments advanced about the link between the increase of diversity in American cities and the increase in gating. The evidence, unlike the arguments, is quite scarce. By addressing this important void in the scholarly literature the current project will lay the groundwork for a successful larger study. In the larger study the confidential data files of the AHS will be used, where respondents will be linked with specific neighborhoods (census tracts) in NCDB data.

Immigration, Neighbourhood Change and Housing Values: The Vancouver Experience

Markus Moos University of British Columbia

The paper analyses socio-economic and housing stock changes from 1971 to 2001 in Vancouver neighbourhoods with the largest influx and concentration of Chinese immigrants. The analysis demonstrates that redevelopment of the housing stock, and increases in value above the metropolitan area average, occurred in stable middle- to high-income neighbourhoods that experienced the largest influx of immigrants. Changes in dwelling values differ by concentric zones, with largest increases occurring in inner city neighbourhoods. The paper questions the ability of traditional neighbourhood transition models to capture impacts of large-scale migration on neighbourhood change in gateway cities since the immigrant profile has become increasingly diverse. Traditional understanding of immigrants' influence on neighbourhood transition has focused on decline and exclusion. The formation of ethnic communities by large numbers of middle- to high-income immigrants increased demand pressures and dwelling values in specific Vancouver neighbourhoods. Universal significance should not be attached to findings from this case study, but evidence from Vancouver suggests that emerging narratives of gateway cities ought to allow for *the possibility* that large numbers of wealthy immigrants impact neighbourhood transition in novel ways.

When High Education Meets High Poverty: a Case of Russian-Speaking America.

Irina V Sharkova Portland State University

An analysis of the 2005 Current Population Survey reveals that 66 percent of foreign-born immigrants from Russia have college education or higher, making them the second most educated immigrant group, after those from India. Yet surprisingly, immigrants from Russia also experience the third highest level of poverty, 20.6 percent, after Mexico and Dominican Republic (Camarota, 2005). While the number of foreign-born immigrants from Russia (621 000 persons) is only 11th among all foreign-born, it has grown by 46 percent since 2000. The incidence of poverty in this group, as well as its educational attainment, appear to have grown as well. How can this paradox be explained? What are determinants of poverty among Russian immigrants? At the subnational level, are there clusters of poverty in the Russian immigrant community? How do these trends change? With over ninety percent of all foreign-born immigrants residing in central cities or suburbs in 2005, answers to these questions should be of interest to both urban researchers and policymakers. This paper investigates changes in the spatial distribution of poverty among foreign-born immigrants from Russia. It uses data from the U.S. Decennial Census and the American Community Survey to examine demographic and socio-economic characteristics of the Russian immigrant community during the years 1990-2005 and identify urban areas attracting a higher share of low-income immigrants. It attempts to uncover reasons for such concentration and discusses public policy implications of the findings.

Session 52. Residential Preferences: Self-Segregation v. Discrimination

Minority Homeownership in Texas: Residential Advantage vs. Social-economic Disadvantage

Yoonhwan Park The University of Texas at Dallas

Much previous research focuses on the gaps in homeownership by race, ethnicity, and poverty status, yet only a few studies address the possibly offsetting effects of residential segregation. This paper uses data from the Public Use Microdata, Sample (PUMS) of the 2000 U.S. Census to examine the determinants of homeownership for a sample of Texas residents, including the usual controls for race, ethnicity and poverty status. The paper goes a step further by looking at the effect of neighborhood ethnic composition on the probability of homeownership for individuals, and at the interactions between individual and community variables. Residential segregation has a negative connotation in that it is strongly associated with many economic and social problems in urban areas. However, some degree of racial and ethnic segregation may reflect preferences for neighborhoods of the same group. Particularly for immigrant and language-minority groups, a segregated community may provide advantages in terms of job networks, churches, and other community support mechanisms. For example, the Hispanic population has been highly concentrated in many urban areas. Residential advantages based on ethnic clustering could positively affect homeownership for Hispanic individuals in predominantly Hispanic areas. The study employs binary probit models to examine the determinants of homeownership; including residential advantages based on clustering could offset disadvantages associated with ethnicity and low income. Homeownership effects may also differ in rural vs. urban areas in by size of the urban area. Texas has a relatively large Hispanic population compared to other U.S. states, including concentrations of Hispanics in both urban and rural areas, and in big and small cities. However, they simultaneously struggle with low socio-economic status and possibly face discrimination in the mortgage lending market.

Therefore, Texas demography provides an opportunity to disentangle individual and community-level determinants of homeownership. This study advance the understanding of the determinants of homeownership and provide useful information to policymakers interested in advancing homeownership groups living in segregated neighborhoods.

Testing an Empirical Model of Neighborhood Transformation in Detroit from 1940-1960
Theodore C. Jurkiewicz Youth Leadership Institute

Understanding the impact of local political forces on segregated racial location patterns in metropolitan areas from 1940-1960 is critical for developing an appropriate response to the racial inequality associated with them. Trends of concentrated minority poverty in the cities and white flight to the surrounding suburbs that began and accelerated during 1950-60 reformed segregation and ongoing inequality currently exhibited in metropolitan areas. Demonstrating patterns resulted from consumer location decisions not influenced by local political factors during this time lends credibility to the prevalence of free markets and, in turn, equal opportunity for key prerequisites of the American Dream—affordable housing in safe neighborhoods and increased access to the schools and jobs associated with them. In short, absence of local political bias means prescriptions for rectifying racial inequality should not focus on local housing politics as a culprit. A robust empirical model of neighborhood change is necessary to quantify the impact of local housing politics on racial location patterns in metropolitan areas from 1940-1960. Influences on consumer location decisions that are specific to neighborhoods must be isolated from influences outside of them to explain patterns within municipalities over time and, by implication, metropolitan areas. However, models have only been specified for later time periods and for somewhat different purposes, but their performance bodes well for specifying a model in this study to estimate the effects of local housing politics on neighborhood change in Detroit from 1940-1960. Census tract data are used to specify socioeconomic characteristics of neighborhoods within the city of Detroit as potential preferences for housing consumers that are framed by race and class considerations. Demographic change resulting from private forces that incorporate private discrimination prevalent in Detroit from 1940-60 is estimated using econometric modeling to make inferences about the impact of local political factors on neighborhood transformation.

Better or Worse, Together or Apart? Locational Choice and Neighborhood Conditions of Immigrants using Housing Vouchers
Victoria Basolo University of California at Irvine

Historically, immigrant enclaves have been common in metropolitan areas. Word of mouth and ties to the old country contributed to new immigrants settling within communities of their own. While not entirely without structural constraints, the neighborhood location of these immigrants reflected a conscious choice to concentrate in areas. Immigrant enclaves are present today in many metropolitan areas and reflect the wave of immigrants over the last few decades. In Southern California, a substantial number of immigrant households are Asian or Latino. A portion of this immigrant population is poor and relies on voucher assistance to secure housing. The voucher program passively seeks poverty and racial/ethnic deconcentration; however, immigrants compared to non-immigrants with voucher assistance may be more likely to be ethnocentric and prefer immigrant enclaves. As a result, it may be that immigrants are more concentrated spatially and potentially may choose relatively worse neighborhoods than non-immigrants. It also could be that immigrants' stronger ties allow for transmission of information about better residential opportunities and thus live in better neighborhoods than non-immigrants. This research uses survey data from a sample of voucher households in Orange County, CA to

investigate the locational choices and neighborhood conditions of immigrants in this voucher population.

Session 53 . Financial Institutions and Immigrant Neighborhood Development

Ethnic Banking in Asian American Neighborhoods: Looking at Ten Metropolitan Areas

Michela M. Zonta Virginia Commonwealth University

Existing literature on mortgage lending behavior of banks owned or controlled by Asian entities has focused predominantly on traditional magnets for Asian immigrants, chiefly the Los Angeles region and, to some extent, New York City. There is very little analysis on other metropolitan regions that feature substantial Asian American populations, which might represent attractive markets for ethnic banks targeting co-ethnic communities. This paper explores ten metropolitan areas with large Asian American populations: Los Angeles New York, Chicago, Houston, Boston, San Francisco, San Diego, Seattle, Sacramento, and Washington D.C. Specifically the purposes of the analysis are: (1) to examine the geographic structure of Asian banking in such regions and its relationship with the local Asian American community; (2) to explore intra-ethnic variations with regard to the placement of bank offices outreach practices and target customers; (3) to examine the probabilities of Asian mortgage seekers to apply for loans at Asian banks across different metropolitan contexts; and (4) to explore the lending behavior of Asian banks compared to peer mainstream banks and examine whether there are any metropolitan variations in such patterns. The study pulls information from 2000-2005 Home Mortgage Disclosure Act data and combines it with 2000 Census data and financial institutions data. Consistent with previous research focusing on the mortgage lending patterns of Asian banks in the Los Angeles region, preliminary findings show that Asian banks significantly influence credit flows to Asian communities. These patterns, however, seem stronger in traditional ports of entry featuring well-established enclaves than in other metropolitan areas. In particular, the location of homes in Asian enclaves significantly affects Asian banks' propensity to grant loans to Asian applicants only in a few metropolitan areas, whereas the enclave effect is not detected in others, in contrast with my original expectations. The paper makes an important contribution to the existing literature on the lending patterns of ethnic financial institutions in that it explores mortgage lending by Asian banks in metropolitan areas that have not been explored in the past and that feature unique dynamics that deserve further investigation.

The Transformation of New York's Chinatown Post-9/11: Financial and Professional Concentration

Andrew Mondschein Unversity of California, Los Angeles

{This panel presents research on the role of financial institutions such as ethnic banks and Community Development Financial Institutions in facilitating the growth and (re)development of immigrant neighborhoods through homeownership and small business loans. In addition to the established gateway cities of Los Angeles and New York this panel will also present on the role of ethnic financial institutions in less studied metropolitan areas including Houston Sacramento and Seattle.} The economy of New York's Chinatown has been beset both by the short-term shock of September 11, 2001, and by the longer-term decline of manufacturing and other core local industries as a result of global and regional competition. Recently, however, a dynamic "recovery" process appears to have ensued with the financial industry, particularly banks,

playing a critical role. Rather than a simple resumption of former economic patterns, this recovery is predicated on significant changes to Chinatown's traditional economy. Using financial and business data, as well as surveys and interviews of business owners and other stakeholders in the community, this paper explores how Chinatown is changing and how it will likely continue to change. This analysis suggests that while the diversity of participants in the local economy is increasing, the gradual dissolution of Chinatown as a center of ethnically-Chinese business and social activity is not the only possible, or even most likely, outcome. Instead, Chinatown may be experiencing the "next step" in the evolution of ethnic enclave economies, emphasizing the concentration of financial and professional sectors – industries dependent on both human and social capital – in the neighborhood. These changes are best conceptualized and understood within the paired theoretical frameworks local cluster economies and ethnic enclaves. Utilizing this theoretical basis, it becomes possible to discern what aspects of this transformation are unique to Chinatown and what aspects may be applicable to other ethnic enclave economies nationally and globally.

Complex Transactions: Race, Relationships and Lending in Community Development Financial Institutions

R. Varisa Patraporn University of California, Los Angeles

Small business development is one strategy to improve the economic self-sufficiency of the poor, including immigrants, women and/ minorities through creation of jobs. In addition, such development has the potential to impact neighborhood by stabilizing employment, providing needed products and services as well as increase safety and provide physical improvements. A critical issue for the development of small businesses is access to financial capital. This is particularly true among minority small business owners who have higher denial and loan rates and consistently rank credit and credit rates as the most important factor that impacts their business. Lending to small businesses is risky and the additional time required to overcome asymmetric information makes lending to small business more challenging and less profitable for commercial banks. This has contributed to inadequate financing for small businesses, particularly those owned by minorities. In part as a result of this financing gap, other types of financial institutions have emerged including community development financial institutions. In cases where commercial banks decide to make business loans, asymmetric information is often overcome by the exchange and relationship between a loan officer and potential borrower prior to making a lending decision. In comparison, ethnic banks rely on social capital before and after making a decision. This paper explores whether and how social capital and relationships are used in lending decisions among community development financial institution. Through interviews with loan officers in Los Angeles County community development financial institutions, I find that such institutions rely on both social capital and the relationship that is developed between loan officer and borrower. In addition, I found that such relationships can be enhanced by co-ethnic relationships. Finally, while social capital may not be used to make lending decisions upfront, the relationships developed between community development financial institution staff and borrowers can result in social capital.

Ethnic Banks and Immigrant Neighborhood Development

Tarry Hum Queens College, CUNY

While there is a substantial and growing volume of research on immigrant financial access particularly in terms of consumer services and predatory lending, the increasing presence of ethnic banks defined as US based banks established by ethnic minorities has largely been overlooked. This paper examines the role of ethnic banks in facilitating homeownership in a racially diverse and working poor immigrant New York City neighborhood. An analysis of 1998-

2004 HMDA data finds that despite the concentrated presence of ethnic banks, they made few home purchase loans or investments in community development. Rather they figure prominently as part of an immigrant based urban growth machine that is transforming neighborhoods through commercial real estate development. Economic development policies such as New York State's banking development districts should incorporate a more complex and dynamic view of the economic landscape of immigrant neighborhoods in order to promote fair access to capital and equitable community investments.

Session 54. Regionalism and Equity: The Case of Louisville

Regionalism and Equity: The Case of Louisville
Ronald K. Vogel University of Louisville

Scholars differ on the benefits of city-county consolidation as a strategy to address growing disparities between cities and suburbs. New regionalists such as David Rusk and Peter Dreier, John Mollenkopf and Todd Swanstrom point to the Louisville case as a success in combating regional inequities. Other new regionalists such as Savitch and Vogel (2004) are more critical, suggesting that in the long run, the Louisville merger favors the suburbs and likely will lead to less equity in regional policies. This panel explores the consequences of city-county consolidation in Louisville with specific focus on equity.

Tipping the Scales: Justice, Democracy, and Consolidation in Louisville
Derek M. Ruez Earlham College

This project explores the embeddednesss of the consolidation of Louisville and Jefferson County in struggles for justice and democracy in the city. Interviews were conducted with activists from the Coalition for a People's Agenda, a coalition of grassroots social justice and civil rights groups that came together to put up a unified progressive agenda in the face of the consolidated county-wide government. Known locally as merger, interviewees saw it as being a way for the elite to consolidate power as well as an attempt to position Louisville to more effectively attract capital. They identify both positive and negative impacts of merger on their work, including a pressing need to organize and build alliances with working class people in the suburbs. Additionally, I examined newspaper articles and documents produced by the Coalition for a People's Agenda. I conclude that, as Vogel and Savitch (2004) argue, merger, which was promoted as being in the common interest of both city and county residents, has, by changing the scale at which many decisions are made, actually made the political climate more conservative and increased the influence of suburban interests at the expense of city residents.

Division and Power in Louisville's new metropolitan council
Maria A. Scheitz University of Louisville/ University of Cincinnati

This study examines divided roll call votes from the new metropolitan council to study the cohesion of city and suburban interests in Louisville after merger. Proponents of merger such as David Rusk expected that city and suburban interests would meld together to form a cohesive metropolitan power. Analysis of divided votes found that four factors divided the council: 1) race of the council person, 2) political party of the council person, 3) socioeconomic status of the district as measured by the proportion receiving free and reduced price school lunches, and 4) geographical location of the council district in relation to the former city. There

were six major issues over which the council divided and of those, race was significant in only two of the issues and geographic location was only significant in one. Instead, the major divisions in council appeared to be along party lines. An analysis of the dividing factors showed high collinearity between the variables and so, although political party appears to be the main characteristic dividing the council, it is entangled with race, location relative to the former city and socioeconomic status. The emergence of political party as a dividing factor on the city council, questions David Rusk's thesis that city-county consolidation will lead to a more unified metropolis and reduce divisions.

Regionalism and Equity: The Case of Louisville and Living Wage
        Nicholas J. Lutz University of Louisville
{Panelists discuss the relationship between consolidations and equity via the case of Louisville, Kentucky.} Equity within metropolitan communities has become an increasingly important concern for regions over the past several decades. This study examines how equity policies in Louisville may have been affected by its recent merger of city and county governments. This was accomplished by studying how the consolidation changed one such equity oriented policy, living wage. This qualitative study utilized a crucial-case study format to analyze the change in Louisville's living wage. Observations and analysis are based on interviews with community elites, newspaper articles and government documents. The author discusses the variety of changes that were made to weaken Louisville's living wage ordinance after merger and the circumstances surrounding these changes. The reform is concluded to be directly caused by the addition of suburban representatives to the local legislative body, thereby shifting the priorities of the council further from "progressive" to "mainstream." Ultimately, the study suggests that changes in the living wage ordinance contradict claims that consolidations lead to more equity within the metropolitan region.

New Regionalist Mobility Strategies: An Empirical Analysis
        Natalie E. Weis University of Louisville

I conducted a case study of mobility strategies as practiced in the recently consolidated Louisville Metro. In my exploration of low-income inner-city residents' access to suburban jobs, I probed the plausibility of (1) whether a consolidated metropolitan government better facilitates the linkage of the inner-city unemployed to suburban jobs, (2) whether current reverse commuting and job training programs are able to link inner-city unemployed to suburban jobs, and (3) whether mobility strategies in the form of innovative job training and targeted reverse commutes are effective in lessening concentrations of poverty. Qualitative interviews were conducted with key local informants knowledgeable about local mobility programs intended to link low-income inner-city residents to suburban employment. Initial findings suggest that city-county consolidation had little impact on the operations of job training and reverse commute services, and that while the mobility program is able to help a part of the unemployed inner-city population, those persons constitute too small a part of the population to have any significant impact.

Session 55. The Politics of Urban Development

Urban Redevelopment and Machine Building in Postwar Chicago: An Institutionalist Perspective
        Joel Rast University of Wisconsin-Milwaukee

This project will use theoretical insights from urban regime theory and historical institutionalism to examine the politics of urban redevelopment and renewal in Chicago during the administrations of two mayors: Martin Kennelly (1947-1955) and Richard J. Daley (1955-1976). My interest is to examine in particular how urban redevelopment in Chicago was mediated by institutional factors, particularly machine politics. I explore the hypothesis that changes in machine politics during the postwar period in Chicago shaped and constrained possibilities for successful urban renewal policies. In the case of Kennelly, traditional machine politics prevailed. Power was concentrated in the city's wards and in city council, and the city government's central administrative capacity was weak. Daley, on the other hand, built strong bureaucratic institutions to support the city's redevelopment efforts and restructured the machine to seize power from aldermen and ward bosses. These institutional differences affected the "fit" between the goals of the city's urban renewal coalition and the city's political structures. Only during the Daley years were the city's political institutions conducive to redevelopment. Four main questions will serve as my principal guide in examining the differences in Chicago's urban renewal program during these two periods. First, what specific actions did Mayor Daley take to restructure the machine and build the city's administrative capacity? Second, what were the underlying conditions (political or otherwise) that enabled Daley to take these actions? Third, why did the restructuring of the machine and building of administrative capacity take place under Daley but not Kennelly? Finally, how did the city's political institutions during both of these periods affect the prospects of the city's urban renewal coalition?

Rethinking the Politics of Downtown Development
    Elizabeth Strom University of South Florida

Urban political science has long focused on the political forces shaping downtown development. A good deal of the literature focused on the period during and just after urban renewal, and described how coalitions of political entrepreneurs (ambitious mayors powerful development directors) united with dominant businesses interests, led by the bankers, utilities executives, retailers and newspaper publishers whose place-bound interests gave them a compelling reason to support downtown improvements. (Dahl 1961; Mollenkopf 1983; Stone 1989).

Shifting Values, Novel Practices, and New Alliances: The Cultural Impetus for Regime Change in Philadelphia
    Steve McGovern Haverford College

Regime theory's focus on institutional structures, material resources, and organizational capacity in accounting for the power of downtown business elites in cities overlooks or rejects the role of ideas, values, beliefs, and political culture in explaining the construction and durability of downtown-led governing coalitions. This paper reconsiders the ideological and cultural impetus for regime change through a case study of the politics of waterfront development in Philadelphia. City officials in Philadelphia had long sought to redevelop a stretch of the Delaware River in its Center City district known as Penn's Landing by building large-scale commercial, retail, and residential structures capable of generating substantial tax revenue and jobs. However, in 2002 important members of the downtown-led coalition began to question the city's scheme for Penn's Landing and called for a more deliberate planning process with an emphasis on extensive citizen participation. The Philadelphia Inquirer and the University of Pennsylvania took the lead in organizing a series of public forums on the future of Penn's Landing. Those institutions' efforts prompted citizens throughout the city to view Penn's Landing as one of Philadelphia's most dynamic and diverse places. Under mounting pressure, the city suspended its plan to promote high-density, commercial development at Penn's

Landing, deciding instead to maintain the area primarily as a recreational site. It would be premature to conclude that the battle over Penn's Landing portends a fundamental shift in power relations in Philadelphia. But the changing behavior of two key actors within the city's downtown-led coalition – in particular, their embracing of progressive norms such as popular empowerment, comprehensive planning, and the preservation of diverse civic spaces – suggests a possible realignment of urban groups into a new regime imbued with an alternative vision of politics. In terms of theoretical implications, this paper highlights the role of political consciousness, ideology, and political culture in accounting for regime dissolution and reconstruction.

Beyond Market and Regime: A Context Variable for Political Change in Urban Political Analysis
Kate W. Sears Arizona State University

In recent years, urban scholars have evaluated local decision-making using regime theory or economic theories, which cast the city as a corporation. Such analysis often incorporates historical or current examples thought to shape the political priorities of citizens and elites. Incorporating factors as unique to a particular city bolsters arguments, and makes research more interesting but limits the ability of scholars to conduct comparative analyses that might identify patterns. I approach this problem by designing a measure of "urban culture" that accounts for these additional factors in a manner that is generalizeable across cities globally. Drawing on the literature from comparative national analyses, I create a model to measure urban culture in terms of value position, heterogeneity, and competitiveness. With this model, cities can be grouped by levels of conflict, elite-mass power distribution, and development interest to allow analysts to identify why and how cities make the decisions they do. By understanding the process through which decisions are made, and the context in which decisions are made, citizens have an additional tool through which to approach the urban decision-making process. The model is applied to three existing case studies to demonstrate its usefulness.

Session 56. Urban Growth and Land Use Issues

Suburb to Center: Reinventing the New England Town
Robert G. Amey Bridgewater State College

While the New Urbanism movement cannot be solely credited with the increasing interest in numerous towns throughout Massachusetts in expanded and/or redeveloped centers, the same goals are often promoted: walkability, community, diversity, tradition. This study looks at three ways in which the efforts to "re-center" several New England communities is proceeding: 1) redevelopment of existing sometimes abandoned space in the center 2) new development of available space and 3) creation of new centers outside of the original center – often defined as village subunits of the larger community. The focus of this presentation is to describe the various issues that have been raised in the efforts to pull activities into more centralized locations, particularly the seemingly contradictory argument that fostering diverse use, higher density, walkable centers will increase traffic above and beyond the level of gridlock. Traffic issues are perhaps the single most raised public concern as many traditional New England towns' road systems predate the invention of the automobile by a century or more.

Applications of Green Belt Strategies to Manage Urban Growth

Amal K. Ali Salisbury University

Green belt policies have been widely applied to control urban growth and protect agricultural lands. Despite their effectiveness, green belts have negative impacts such as rapid increases in urban land values, housing prices, density within urban areas, and land speculation, as indicated by previous studies. This research paper reviews previous experiences to identify best practices that achieve green belt goals and minimize negative effects. It also assesses efforts of Ontario, Canada to apply green belt policies and explores how Ontario's policies address potential negative impacts of the green belts. Three major research questions are investigated: what are potential negative impacts of green belt policies? To what extent do Ontario's green belt policies succeed in addressing these impacts? And what are recommendations to enhance Ontario's green belt policies and planning system? Statistical analysis (descriptive and bivariate) and content analysis are conducted to address the research questions. Statistical analysis relies on secondary data obtained from different sources (e.g. Canada's National Statistical Agency and Ontario's Ministry of Municipal Affairs and Housing), while content analysis focuses on green belt plans and related legislation and administrative and legal documents describing Ontario's planning system. Research findings provide useful lessons learned from best practices on green belt policies. They also point to strengths and weaknesses in Ontario's green belt policies and current planning system; and present recommendations to enhance these policies and minimize their potential negative impacts. SELECTED REFERENCES: Northey Rodney. 2005. Ontario's Greenbelt Act. Municipal World 115 (7): 13-16.Amati, Marco; Makoto Yokohari. 2006. Temporal changes and local variations in the functions of London's green belt. Landscape & Urban Planning 75 (2006) 125–142.Kim, Joochul Kim. 1990. Urban Redevelopment of green belt villages: A case study of Seoul. Cities. November 323-332.

Catalysts, Costs and Preventative Negotiations for Encroachment on Military Bases by Urban Communities
Erika R. Chavez-Graziano University of Louisville

Encroachment has increasingly become a principle concern for the Department of Defense because it is believed to place national security in jeopardy by the sanctioned regulations positioned upon the military that restrict training procedures. These regulations are responses to military impositions on the civilian community that are enacted to mitigate land usage, to preserve the environment and to protect the civilian community. The primary catalyst of encroachment is sprawl—if a community expands its boarders to proximate that of a military base civilians are placed in a potentially precarious situation than not only poses a threat to their safety but also to their general comfort. When a municipality attempts to restore the safety and comfort of its residents by attempting to sanction military operations that are detrimental to civilian safety and comfort, the municipality is said to have encroached upon the base. This paper will explore sprawl on behalf of both the military and urban communities and how it relates to encroachment. It will also explore how to determine the costs of encroachment using the Resource Capability Model introduced by the Air Force Center for Environmental Excellence as a method of quantifying resource limitations on military installations. It will also explore how to prevent encroachment using the negotiation techniques of the Coase Theorem.

Session 57. Urban Environmental Sustainability:

Cities in Global Environmental Politics

Noah J. Toly Wheaton College

Urbanization and cities are significant motifs in the discourse of globalization. Likewise, globalization is a significant theme in the discourse of urban theory. "Global cities" is now widely recognized as a subfield of urban studies and the relationship between cities and globalization is a maturing theme in wider scholarly discourse. Urbanization, urban migration, and the overall growth of urban populations have been among the chief drivers of recent interest in global cities. Accompanying and, in some ways, contributing to, these trends has been a revolution in communication and transportation technology. The world's increasingly urban population is increasingly connected. Globalization has also led to farther ranging supply chains for urban metabolism. And this is reflected in increasing urban ecological footprints, which have outpaced population growth, despite increasing densities associated with urban settlement. Concurrently, many cities have recognized their contribution to environmental problems and their particular vulnerability, and have joined the ranks of other non-state actors involved in shaping global environmental politics. Cities have implemented innovative policy mechanisms to deal with such problems as biodiversity loss, waste management, and climate change. Furthermore, cities have established networks for urban sustainability and many have joined campaigns to achieve more sustainable and just policies at the nation-state level. While the usual global cities discourse is focused on the question "What is globalization doing to cities?", the reverse of that question, "What are cities globalizing?" is seldom engaged. What is the potential for urban leadership on global environmental norms? How are their efforts toward sustainability and justice significant to global environmental governance? This paper engages such questions through the response of cities to climate change.

Smart Growth for Whom? Local, State and Regional Growth Regimes
Margaret Killmer Center for Community Planning Education

In March 1995 the Brookings Institution, the Lincoln Institute of Land Policy, and the National Trust for Historic Preservation sponsored a one-day conference titled "Alternatives to Sprawl." After this event, "sprawl" became a household world with articles by the conference speakers appearing in the national press. The pioneering group 1000 Friends of Oregon was suddenly joined by "friends of…" anti-sprawl groups across the country. There appeared web-based coalitions on the topic of smart growth, an antidote to sprawl. How is it that "smart growth" became such a widespread planning concept? Who benefits from smart growth? Regime theory provides an analytic tool to answer these questions. A set of cases -- smart growth organizations at local, state and regional levels--are analyzed using the four key components of regime theory as outlined by Stone (2005): 1) an agenda to address a distinct set of problems; 2) a governing coalition formed around the agenda; 3) resources for the pursuit of the agenda; and 4) a scheme of cooperation among the coalition members. Through this analysis, it is shown that environmentalists, affluent land (home) owners and developers benefit greatly from the concept of smart growth, while those without resources—-not just financial, but skills, expertise, organizational connections, informal contacts—-are not "at the smart growth table."

Building Capacity to Respond to Climate Change
Hilda J. Blanco University of Washington

(Presenters will explore methods for tracing the likely impacts of climate change on cities, as well as major response strategies, and their social and institutional implications.}This paper argues that extreme impacts of climate change will require dramatic changes in institutional organization, political, administrative, and economic changes at national, international as well as local and regional scales. This conclusion is based on certain assumptions and premises. The

major assumption is that climate change is upon us, that the efforts to reduce greenhouse gases to stabilize the climate will be too slow to stop these changes over the next few decades, and thus that from the 2020s through the end of the century nations in the world will face extreme impacts of climate change. Many large cities in the world are likely to be most vulnerable to such changes. The first part of the paper presents evidence for this assumption. Then, the paper focuses on several key factors in climate change, i.e., sea level rise, extreme temperature, and intense hurricanes, and the regional impacts they will have on the cities most vulnerable to climate change in the US and sets out the latest scientific research and model findings on potential impacts. The next part of the paper develops two broad response strategies, i.e., change the built environment to respond to climate changes, or abandon areas most impacted by climate change. The final part of the paper traces some likely institutional, political, administrative, and economic changes that each of these two strategies will require.

Cities and Climate Change: Adaptive Solutions through Scenario Building

Marina Alberti University of Washington

Climate variability and change is expected to significantly impact essential human services (i.e. water and energy) and ecological functions (i.e. salmon) within urban areas. Increasingly, policy makers and planners need to balance the need to provide these critical services to the urban population while maintaining important ecological functions. While climate change is inevitable, strategies can be implemented to increase the resilience of urban systems to possible changes in climate conditions. Identifying and prioritizing of strategies requires building future scenarios, identification of vulnerable systems— human and ecological—, and an assessment of their costs and their ability to reduce risk under each scenario. Developing effective strategies to minimize, respond, and adapt to these changes depends on the ability of both the private and public sectors in charge of these services to anticipate the future of increasingly complex urban metropolitan regions. While typically planning relies primarily on predictive models, complexity and uncertainty of coupled climate-urban systems make their interactions highly unpredictable. Furthermore, scientific disagreement and controversy make even more difficult to build a shared vision of the future to effectively inform decision making. In this paper, I propose to use scenario building to systematically and creatively think about plausible futures. By focusing on key drivers, complex interactions, and irreducible uncertainties, scenario building generates the narratives within which predictive models can be used to test hypotheses and develop adaptive management strategies.

Evaluating the Relative Potential of Alternative Approaches Toward Local Environmental Sustainability

Shanna N. Eller Portland State University
Stephen J. Shackman Portland State University

What are the relative potentials of varying approaches toward increasing local environmental sustainability compared to the growing number of other approaches that cities in the U.S. are taking? This paper shall present a rating system and the resulting ratings of ten areas of programmatic effort intended to improve environmental sustainability from the local level. The rating system and the ratings themselves will be drawn from larger and much needed research being conducted to assist government leaders with decision making regarding alternative approaches to environmental sustainability. Background One of the newest, and most ambiguous policy areas to come on the local decision making docket is environmental sustainability. Increasingly, cities of all sizes in the United States are undertaking a wide range of programs and efforts aimed at improving the environmental sustainability of their jurisdiction. Local decisions, however, about which environmental sustainability efforts to undertake, with what expected outcomes, are severely impaired by an absence of both scientific and program

evaluation information. Research Methodology: The research that this paper will present shall be the result of a combination of primary and secondary data collection and evaluation of that data using quantitative methods to rate the potential, positive impact of local environmental sustainability programs and strategies. The ten areas of environmental sustainability programs to be rated for their potential to create positive environmental impact are: land use transportation air quality water quality energy conservation solid waste reduction and recycling pollution prevention green procurement green building construction and city landscape greening. The rating that will be given to each of the ten environmental sustainability program areas will be expressed as a relative order of magnitude of potential for positive environmental impact. Presented will be an initial, single rating of potential, positive environmental impact for one to three strategies within each of the ten environmental sustainability program. The rated efforts are drawn from innovative efforts currently being undertaken in U.S. cities.

Session 58. Progressive Cities Revisited: Challenges of 21st Century Progressive Urban Politics and Governance

Colloquy comments

> Louise Simmons University of Connecticut

My role in this colloquy is to provide the context and frame the issues. When Pierre Clavel wrote about progressive cities in the 1970s and 1980s, the innovations and policy preferences he described in a number of cities around the country focused on redistributive and participatory mechanisms at the local governance level. The current climate for progressive local politics is a complex mixture of old and new problems. Racial inequality that gave rise to the civil rights and Black Power movements, and urban unrest of prior decades has never been resolved. Layered up that reality are the present-day intricacies of multi-cultural cities, increasing levels of immigration, continual competitive pressures of economic and urban restructuring, and the lack of federal attention to urban needs. Thus, contemporary social movements that animate local politics focus on economic justice, immigrant rights, racial inequality, and urban educational inequities, to name a few.   The questions for this colloquy are: what are progressive urban politics for this new century? What has been successful? What dilemmas have developed and/or continue? What are the obstacles and barriers? Who participates and why? What are the intersecting agendas of the variety of progressive forces? How to gains of previous generations of Black and Latino elected officials inform today's leaders from communities of color? What theoretical and conceptual orientations inform progressive politics in the 21st Century?

Colloquy comments

> Peter Dreier Occidental College

This paper will be part of a session organized and moderated by Louise Simmons. It will focus on the challenges of achieving equity and justice within urban politics and governance. My paper will focus on a case study of Los Angeles. It will look at the emergence of LA's progessive movement since the 1992 civil unrest, the increasing role of immigrants in local politics, particularly through the vehicle of a revitalized labor movement, the connections and tensions between unions, community groups, and environmental groups, the tensions and coalitions between Asian and Latino immigrants and African and Anglo residents, the election of Antonio

Villaraigosa, a progressive activist, as the city's first Latino mayor, catalyzed by the liberal-Latino-labor coalition and the accomplishments and challenges of the first 18 months of Villaraigosa's administration.

Colloquy comments
   Wilbur Rich Wellesley College

The purpose of this presentation is to examine how cities can achieve social justice under pressures of globalization and deindustrialization. If our cities are to survive, they must creative a new vision for themselves. Each city has a distinct advantage and that advantage can be used for its sustainability. Incorporating the advantage of a city in its vision statement is crucial for survival. Moreover, the nation must be more creative in outlining what it wants for cities. Otherwise, cities will have difficult finding their niche in the new economy.

Colloquy comments
   Pierre Clavel Cornell University

Cities have often harbored progressive forces – labor activists, settlement house movements, public transit advocates, and neighborhood organizations are examples that span the 20th century. Demands for participation and open government have been one side of these; another is for overt redistribution of wealth and income. When these forces have won elections and faced the challenge of administration and governance, their capacities have risen to a new levels. This happened with mayors like Hazen Pingree in Detroit in the 1890s and Samuel Jones (Toledo), Tom Johnson (Cleveland) and others in the 1890s and 1900s; and with progressive governments in Berkeley, Cleveland, Hartford in the 1970s and Chicago, Boston, Santa Monica and Burlington VT in the 1980s and later. There are recent reports from Madison and other places. There has been enough of this that we ought to pay attention to their histories. In this colloquy I will describe an archiving project in my own department and the Cornell University Library's Rare and Manuscript Collections; and also a set of steps to enhance local collections that document the experience of these governments in the cities where they happened. These are: - To establish our own collections reflecting the research and practice of ourselves and our colleagues; and open these to scholars elsewhere; - to encourage the formation of local committees of scholars, officials and archivists to foment their own collections; and - to support these collections by performing an indexing and cataloguing function, extending eventually to multiple collections. The record of these efforts is in particular danger of being lost. Our response is to try to have relevant papers and other artifacts collected now, rather than after the main actors have left the scene.

Session 59. Urbanization Effects on Large and Small Cities

The Rise of Shanghai in the Chinese City System, 1990-Present
   Michael Timberlake University of Utah
   Xiulian Ma University of Utah

Scholarship on world cities maintains that key cities located around the world serve as ever more important basing points for globalization processes. Production, consumption, and, more importantly, control are centered in organizations which are geographically situated in the world's great cities and which demand city-to-city transactions, resulting in a hierarchical world system of cities in which cities are connected and arrayed according to their relative importance

to these processes. We find important world cities in all major economic regions, and we expect dynamic regions, such as China, to have cities that become increasingly important to the overall network of world cities. Shanghai has attracted considerable attention from scholars who posit it as China's most likely "world city" candidate. Less attention has been paid to the Chinese system of cities per se, however. In this paper we use network data on China's largest cities to examine change in the national city system over recent time. The data indicate that in 1992 Beijing ranked first among China's cities, Guangzhou 2nd, and Shanghai the 3rd in the country's hierarchy of cities. However, by 2005 Shanghai had replaced the nation's political capital to become the leading contender to be China's first, top-tier world city. We discuss the apparent importance of a city's position in the national city system as a necessary condition for its rise as a major world city in relation to theories of world cities which suggest a disconnect between global cities and the nation state.

Urban concentration versus urban primacy: a discussion on the need to distinguish between these two concepts

Abdelaziz El Jaouhari United Arab Emirates University

The paper examines factors affecting urban concentration and urban primacy. On several occasions, in the literature, these two concepts are used interchangeably. The research emphasizes the need to distinguish between these two measures. The main feature of my research design is to conduct a multiple regression analysis on pooled data to test null hypotheses. The sample includes all countries for which data are available for the period 1970-2000. The independent variables are derived from eight main factors: history, size of the economy and urbanization, geography, trade openness and foreign influence, political variables, level of industrialization, level of economic development, and transportation. Preliminary findings support the hypothesis that trade openness and increased governmental expenditure in transportation reduce urban primacy. The results also support the hypothesis that centralization of political power increases urban primacy. Most importantly, the analysis indicates that we ought to distinguish between different indicators of urban primacy and urban concentration. Results indicate that, in some cases, variables that affect positively urban concentration have a reverse effect on urban primacy indices.

Urban Transformations on India's West Coast

Neema Kudva Cornell University

Understanding diverse urbanization patterns has never been more important. As regions across the world become increasingly urban, it is clear that urbanization is more than the proliferation of sprawling mega-cities or the spread of global cities as command and control centers of the global economy; it is as much about fast growing smaller cities that serve a range of significant roles in peripheral regions. In countries like India, it is in these small cities often below a million in population where the majority of urban residents live, and will continue to live. It is here that the pace of urban growth, fed by changing migration patterns, is greatest. Yet much of our urban theorizing, and the ways in which we advocate planning practice and models of governance, are based on our experience and knowledge of large cities. Clearly, mapping and analyzing the diversity of urbanization patterns and institutional arrangements is an urgent task due to the increasing inequality between sub-national regions, and especially in light of the massive investment being made by the state and multilateral agencies to initiate infrastructure development in the name of promoting sustainability. The paper will draw on a range of secondary data to first make the argument that we need to focus substantial attention on small cities and their regions. It will then use preliminary findings from current research on urban transformations in a small city-region centered on Mangalore and Udupi in two coastal districts

of the southern state of Karnataka, to further describe and analyze the changing patterns of intra-regional movement, which is inscribing new regional boundaries. These changing patterns are tied, among other factors, to economic shifts, particularly the growing higher education and services sector both of which have significant global linkages, and to an effective private bus transportation system present since the mid-twentieth century.

Session 60. Recent Findings from HOPE VI: Public Housing Redevelopment in the U.S.

Implications of Poor Health for Employment Among Public Housing Residents

Diane K. Levy The Urban Institute
Mark Woolley The Urban Institute

{Findings from the national panel data of HOPE VI families and from HOPE VI site evaluations in Durham, Memphis, and Portland.} Employment levels are low among current and former residents of public housing developments that are being redeveloped through the HOPE VI program. In recognition of low rates of labor market participation, the program set a goal of helping families realize improvements in economic self-sufficiency. Employment training, job placement, and other support services have been central to the Community Supportive Services offerings at many HOPE VI sites. However, data indicate that poor health is a major barrier to employment for this population. In fact, research literature examining employment status, poverty, and welfare receipt consistently finds that health is a major factor affecting outcomes in these areas—a barrier that is unlikely to be overcome by employment-focused interventions alone. As more stringent work requirements are added to screening criteria for housing assistance, the significance of employment outcomes for this population increases. This paper examines the specific health problems faced by current and former public housing residents to consider which problems pose the greatest obstacles to employment. It also examines the factors that mitigate health problems among employed residents with poor heath. Authors draw upon three waves of survey and in-depth interview data from Urban Institute's HOPE VI Panel Study to examine the impact of health on employment among respondents. The authors explore how policy can address the need for housing among poor families who face serious health barriers to employment, while not undermining the mixed-income goals of assisted housing developments.

Findings from HOPE VI Evaluations in Memphis

Laura E. Harris University of Memphis

Residents from public housing face a wide range of barriers to economic self-sufficiency. The Community and Supportive Service component of HOPE VI grants focuses on residents from the original public housing developments, and is targeted toward addressing relocation needs and identified barriers to self-sufficiency, including health problems, education, job training, child care assistance, along with many other needs. The Memphis Housing Authority recently received its fourth HOPE VI grant. A key issue in the two current local evaluations is examining needs of the residents they relate to Community and Supportive Services along with the case management system that is developed to address those needs. The housing authority has recently created a non-profit organization to handle the entire CSS portion of the two current HOPE VI grants (which is funded entirely by local foundations), and is partnering with a number

of local agencies and non-profit agencies to carry out the services. This papers documents the needs that have been identified and how the changing structure of the service delivery affects the level or quality of services provided.

Creating Geographies of HOPE and Decline
Jim C. Fraser University of North Carolina

There have been few examinations on how targeting certain areas of a city for revitalization may have associated outcomes for other neighborhoods. Using the HOPE VI project in Durham, North Carolina as a vehicle, this paper reports on the ways that other public housing developments in the city have experienced actual and perceived decline. An analysis which pairs logitudinal spatial cluster analysis of violent crime and resident survey data tracks the changes that have occurred, in areas where former HOPE VI public housing residents relocated. I conclude with policy suggestions for addressing the intensification of decline in these places.

Session 61. The Role of "Culture" in Urban Development and Redevelopment

Tel Aviv: Jewish immigration and the cultural make-up of the First Hebrew City
Arnon Golan University of Haifa
Maoz Azaryahu University of Haifa

Tel Aviv was founded, developed and made what it has become – Israel's main metropolis—by Jews who immigrated to British Mandatory Palestine in the 1920s and the 1930s. The lecture expands on different aspects of the contribution of these immigrants to shaping the cultural character of Tel Aviv. The focus is on the 'First Hebrew City' phase of the history of Tel Aviv, when the common characterization of Tel Aviv as an entirely "Jewish city" expressed the simple demographic fact that almost all of its inhabitants were Jews. As most of the residents of the city were Jewish immigrants from different countries of origin, the Jewish population of Tel Aviv also comprised diverse cultural backgrounds and languages. According to the Zionist vision, Tel Aviv was a modern Jewish city where Hebrew culture predominated. However, the issue of the culturally correct character of the city was high on the city agenda. This included tensions between different immigrant communities in the city regarding modes of appropriate behavior and, on the level of municipal politics, the efforts to promote Hebrew language in the public sphere.

Innovations in Funding Municipal Art and Culture Facilities
Gary R. Rassel University of North Carolina at Charlotte

Innovations in Funding Municipal Art and Culture Facilities. This proposed paper will report the use of innovative financing techniques by cities to build new or to renovate old facilities for arts and cultural organizations and activities. The baseline identification of "innovative" will be the extent to which financing deviates from reliance on general fund allocations, general obligation and revenue bonds, and traditional tax revenues. The use of certificates of participation, tax increment financing, and variations of these will be of particular interest. The investigation will employ case study methodology. Cities for study will be selected based on population, financed facilities, and financing techniques used. They will be compared based on several

characteristics including but not limited to revenue structure, property tax rates, debt levels, and per capita spending on the arts.

The Racial Politics of Urban Celebrations: A Comparative Study

Annis J. Whitlow Massachusetts Institute of Technology

Parades and celebrations in public spaces have received scant attention from scholars of urbanism. Current literature focuses on political parades as expressions of power or on street festivals as celebratory community events. In this paper, I have attempted to show that parades that are not explicitly political in nature have been instrumental in shaping identity politics in cities throughout the last century. Festival-parades allow populations to create and bridge social/political boundaries by laying claim to particular public spaces. In Philadelphia, the Mummers Parade, a century-old New Year's parade dominated by European (mostly Catholic) immigrants, has come to be a Philadelphia icon despite its predominantly white racial makeup and its history of racial tension. This racial tension is embodied in its route along Broad Street, which traverses a long-standing boundary between black and white South Philadelphia. In the last twenty years, however, a new parade, Odunde!, which recreates a Yoruba religious festival and means "Happy New Year," has grown into an event as large as or larger than the Mummers Parade. This new festival-parade, which attracts (mostly black) local, national, and international participation, traverses a contested boundary between white Center City and a predominantly black neighborhood in South Philadelphia currently threatened by gentrification pressures. Using historical analysis of newspapers, ethnographies, political histories, and interview transcripts, this paper placed both parades in the historical context of Philadelphia's racial politics and examined how these celebrations mediate racial/political and ethnic/cultural identities. Analysis of the parades' forms through spatial and non-spatial indicators (route, demographics, funding, and organizational structure) revealed how political identity is constructed spatially and how this process, by establishing new community boundaries, expands and limits the communities' social and political resources. The paper demonstrated that parades are vehicles by which communities claim public space in cities and renegotiate political and social boundaries.

The Cultural Strategies of Redevelopment Agencies: Influences on the Arts in Central Cities

Carl Grodach University of Texas at Arlington

In most US cities, numerous public and quasi-public agencies assume a notable role in municipal-level cultural planning activities, yet the majority of these entities-- redevelopment agencies, convention and visitors bureaus, economic development offices, and departments of parks and recreation-- are not directly charged with a role in cultural policy. These agencies may nonetheless sponsor local arts activities because they view them as a means of realizing their own mandate. While such agencies may increase opportunities for local arts development not only does this situation speak to a lack of comprehensive cultural planning, but also agency goals may be incongruous with or even detrimental to specific types of cultural institutions and art forms. Further, these agencies may have an undue influence on how the cultural institutions that they sponsor carry out their own mandate and define their audience. This research singles out the redevelopment agency as a way to provide insight into how such agencies may influence arts development at the local level. Comparative case studies of downtown redevelopment in Los Angeles, San Francisco, and San Jose, California illustrate how the particular goals and motivations behind redevelopment lead to the adoption of a limited set of cultural strategies, which in turn have a direct impact on arts development in the downtown areas of each city. The research clearly illustrates redevelopment agencies share a common

tendency to focus on high profile, catalytic building projects and that they have an influence on the internal development of the cultural institutions themselves with both positive and negative results.

Session 62. Urban Communities and Predatory Institutions

Effects of Anti-Predatory Lending Laws: An Initial Assessment

Tonya D. Zimmerman University of Maryland, Baltimore County

Predatory lending is a significant problem in many areas of the country due to the targeting of certain populations, lost equity, and the foreclosure of homes. In recent years many states have attempted to curb the problems associated with predatory lending in the mortgage market through the passage of anti-predatory lending laws. The hope of legislators regarding these laws is that they will reduce the harmful effects of predatory lending without restricting credit. However, much is still unknown about the effectiveness of these laws in accomplishing these tasks. Several studies have attempted to address these questions, but few have done so comprehensively. Many studies focused on only one state and only recently have researchers turned their attention to other states. This paper will contribute to the development of the literature about the effects of anti-predatory lending laws. This paper is a first analysis of data attempting to address the effectiveness of anti-predatory lending laws in terms of changes in originations, effects on specific population groups, and effects over time. In this study I will focus on 18 states which implemented anti-predatory lending laws between 1997 and 2002. Specifically this paper will look at the changes over time in originations in states with predatory lending laws compared to those without laws using descriptive statistics. This paper is part of an on-going research project addressing this issue.

Are Home and Auto Insurance Policies Excessively Priced in Cities?

George Galster Wayne State University
Jason Booza Wayne State University

Our study contributes to the growing literature on how insurance industry practices vary across space in ways that may unfairly penalize central cities and/or minority groups. We utilize a unique, comprehensive database that allows us to examine the spatial patterns of premiums collected and claims paid out to policyholders for all home and auto insurance companies in Michigan during 2001-2002. As a result, we can test whether higher premiums typically charged in urban areas are justified by the higher claims losses incurred there. Territories that persistently evince low ratios of losses to premiums for a given policy type provide prima facie evidence of excessive premium setting. We analyze three groups of homeowners' policies, delineated by the comprehensiveness of perils covered and the nature and level of compensation provided in case of loss, and three auto policy types – Mandatory, Collision and Comprehensive Coverage. For both home and auto insurance, across all market segments, and regardless of whether only the largest insurance companies or all firms are considered, we find that mean loss ratios are not systematically lower in urban areas of Michigan. On the contrary, the evidence indicates that both home and auto insurance mean loss ratios are modestly lower in the suburbs, though there is considerable heterogeneity across metropolitan areas and companies. This suggests that the most net public gain will result from resident and governmental initiatives to reduce insured losses in urban areas.

Redlining or Risk? A Spatial Analysis of Auto Insurance Rates in Los Angeles

Michael A. Stoll University of California, Los Angeles
Paul Ong University of California, Los Angeles

Auto insurance rates can vary dramatically, with much higher premiums in poor and minority areas than elsewhere, even after accounting for individual characteristics, driving history and coverage. This paper proposes to use a unique data set to examine the relative influence of place-based socioeconomic characteristics (or "redlining") and place-based risk factors on the place-based component of automobile insurance premiums. We propose to combine tract-level census data and car insurance rate quotes from multiple companies for sub-areas within the city of Los Angeles. The quotes will be for an individual with identical demographic and auto characteristics, driving records and insurance coverage. This method will allow the individual demographic and driving record to be fixed. Multivariate models will then be used to estimate the independent contributions of these risk and "redlining" factors to the place-based component of the car insurance premium. We expect to find that both risk and "redlining" factors are associated with variations in insurance costs in the place-based component, with black and poor neighborhoods being adversely affected. We propose to generate simulations to show what fraction of the gap in auto insurance premiums between black (and Latino) and white neighborhoods and between poor and nonpoor neighborhoods stem from "redlining" factors or risk factors.

Mortgage Fraud: A Risk and Protective Factor Analysis

Andrew T. Carswell University of Georgia
Ron Malega University of Georgia
Douglas C. Bachtel University of Georgia

Mortgage fraud is a white-collar crime that directly affects lending institutions and indirectly affects the quality of life in residential neighborhoods. In order to be successful at committing mortgage fraud, the perpetrator enlists accomplices from banks, real estate agencies, appraisal firms, and/or various officials in local government to successfully commit the crime. Older residents, African-Americans, first-time home buyers, and single women are frequently targeted in these schemes. It is increasingly one of the first steps in the deterioration of the affected neighborhoods. This study used identified victims of mortgage fraud, and correlated their addresses with housing data from the U.S. Census Bureau to determine profiles of at-risk neighborhoods. The study was conducted in Atlanta, GA; St. Louis, MO; and Columbus, OH.

Social Capital and Public Policy: Increasing Access to Credit in Urban Communities

Colleen L. Casey Saint Louis University

Capitalizing on social capital, community organizations have mobilized to pressure lending institutions to provide access to credit in urban communities. Their organizing efforts influenced policy makers to enact the Community Reinvestment Act (CRA), a policy used by community organizations to strike agreements with lenders. Forty years ago, the predominant fight was for access to credit to reverse the trends of disinvestment. However, now the challenge is not only mere access to credit, but access to credit at a fair price. Community organizations continue to push lenders and policy makers to increase access to fair, or equitable, credit. In response, a number of state and local governments have enacted predatory lending policies. My research explores the impact the two policies have on access to equitable credit in low-income tracts in four cities, Chicago, Cleveland, Indianapolis, and St. Louis. The cities chosen represent varying degrees of community organizing and two have enacted local predatory lending policies. Using HMDA data, I evaluate two outcome measures, cost of credit and access to credit. Regression analyses suggest lenders with a CRA agreement are more likely to originate an equitable loan.

In contrast, predatory lending policy does not have a strong effect on a lenders' decision to originate an equitable loan. Furthermore, predatory lending policy reduces access to credit. I explain the empirical results by exploring the bridging and linking dimensions of the policies. When utilized, policies such as CRA, bridge community organizations to broad based coalitions and link them to lending institutions. Top down policies such as predatory lending policy, merely place limits on the behavior of banks and do not expand bridging or linking social capital. I conclude that social capital can influence economic outcomes, and policies designed to expand bridging and linking social capital may lead to more equitable outcomes.

Session 63. The Safety Net in the 21st Century: The Impact of Social and Economic Policies on Women and their Families

Migration, Elderly Concentration, and Old-Age Support

Nicole Ruggiano University of Delaware

During the last several decades the topic of the growing elderly population in the United States has been the subject of increasing scholarship. As of the year 2000 the U.S. Census reported that the total population ages 65 and older has reached 35 million (12% of the total population), which will continue to grow as the baby-boomers approach retirement age. One characteristic of the elderly population that poses unique concerns to public policy is their concentration in regional areas, which has been a result of two separate patterns of migration: an increase in migration of older Americans; and a pattern of out-migration of non-elderly people from rural areas. In fact, over half of the elderly population lives in nine states, and states such as Florida, Pennsylvania, and West Virginia have elderly populations in excess of 15 % (He, Sengupta, Velkoff & DeBarros, 2005). There are a myriad of effects of elderly concentration which are not universal across geographic areas, such as access to support and services needed for independent living. One unique challenge for this population is providing formal care supports for older adults whose potential family caregivers may be providing assistance from a considerable distance as a result of migration. This issue is imperative when realizing that as of 2004 long-distance caregivers provided support to elderly relatives from an average distance of 450 miles (Metlife Mature Marketing Institute, 2004). This paper utilizes Census data and existing literature to answer a series of research questions to better understand elderly concentration including: How are migration patterns affecting the age composition of various areas? What do we already know about areas of elderly concentration? How have states responded to increasing demand for formal care provision? The goals of this paper are to provide an overview of the topic of elderly concentration and offer suggestions for future research.

The Anti-Poverty Push: Progressive Welfare Reform, Human Rights, and Economic Justice

Ivory Copeland University of Connecticut

{Research findings presented outline how at-risk women and their families have been impacted by social and economic policies and the response by community-based agencies/organizations.}An economic human rights approach to welfare reform would result in welfare and antipoverty policies that are human rights-based fair and socially just for all—and provide a means to address human rights violations under the current welfare reform—especially for those recipients who have been denied basic economic and social human rights

under welfare reform. Progressive welfare reform—defined as welfare reform policy that is designed to achieve social and economic justice goals—would require such an approach. Grassroots movements for economic justice provide directions for future antipoverty efforts—in particular, the strategic approaches of membership-led, directed, and operated groups. These groups utilize neighborhood-based organizing to meet basic needs and national, even global, organizing to address political and economic inequities. In 1948, the United Nations General Assembly adopted the Universal Declaration of Human Rights (UDHR, 1948). The UDHR proclaimed the interdependence and indivisibility of civil-political and economic-social human rights. Using the UDHR, grassroots movements for economic justice have documented violations of economic human rights in the United States, focusing specifically on Article 23 (employment and income support), Article 25 (basic human needs), and Article 26 (education). Through organizing efforts such as these, a new constituency has emerged in the fight for economic justice.

Permanent Housing Programs for Abused Women and their Families

Hilary Botein University of Connecticut
Andrea Hetling University of Connecticut

This paper examines the efficacy of permanent supportive housing programs targeted to women who have left abusive relationships. Traditionally, domestic violence service agencies have provided emergency and transitional shelter, helped women and their children find new homes, and sought changes to public housing admissions criteria. The domestic violence community in Connecticut is developing a new permanent supportive housing model. This model is designed to meet the long-term needs of women recovering from abusive relationships, and thus avoids the problems of temporary domestic violence housing and general public housing. Such a strategy may better address the needs of abused women and their families and also could channel the cost of transitional services more effectively into permanent housing. Although research on transitional programs has helped domestic violence advocates and providers refine the transitional housing model, which is now widespread throughout the U.S., there is virtually no specific research on permanent housing models for domestic violence. This paper explores the program theory of this model and assesses the assumptions behind the change process intended by the program. This community-based research project analyzes the knowledge of different key stakeholder groups, including battered women and domestic violence and housing service providers and advocates, in order to outline the advantages of this new program, uncover possible disadvantages, and anticipate future challenges. Research findings will secure critical knowledge, experience, and data necessary to move forward with future program evaluations and empirical research.

TANF REDUX: What We Have Not Learned from the First 10 Years of Welfare Reform

Karen A. Curtis University of Delaware

This paper explores the impact of welfare reform on low-income families and the nonprofit organizations that work with them. Following the 1996 welfare reform law, caseloads sharply declined as fewer eligible families entered the program and more families left. Participation in work and income received by welfare recipients increased. However, many welfare recipients possess significant barriers to employment and the economic picture for families who left welfare is mixed. Many former recipients work in low-wage jobs, with median hourly wages around $8.00, and one-third of these workers have health insurance. Some that leave welfare are "disconnected" from both the labor market and the welfare system, and the size of this group has grown over time. As caseloads declined, states gradually shifted TANF resources away from benefit payments and toward work supports. Many states contracted with nonprofit

organizations to provide work supports. Privatization has affected the ability of nonprofits to respond effectively to community needs and has resulted in changes in nonprofit organizational structures, administrative processes, and inter-organizational relationships. Several factors shape the dynamics of these state nonprofit relationships: 1) financial capability and accountability of nonprofits, 2)competition with for-profit service providers and among larger and smaller nonprofits, and 3)the role of nonprofits as advocates in the policy making process. Despite these findings, the Deficit Reduction Act of 2005 requires states to engage more TANF cases in work activities, increases recipient work hours, and redefines eligible work activities (largely excluding education).

Session 64. Housing Tenure Mobility and Race

Why Do They Leave? Attrition in Homeownership Counseling Programs

Anna M. Santiago Wayne State University
George C. Galster Wayne State University

Improving the opportunities for low-income households to buy homes has been the object of intensified research efforts during the last decade. Most of the work has centered on how new mortgage instruments, outreach efforts by lenders, and homeownership counseling programs can be optimized with an eye toward reaching this goal (McCarthy and Quercia, 2000; Listokin et al., 2002). A distinctive strand of this research consists of the handful of studies examining how "self-sufficiency / asset-building" programs for recipients of housing subsidies, administered by public housing authorities have worked and what outcomes they have generated. For a description of these programs and a brief review of associated evaluation research, see Shlay, 1993, Rohe, 1995, and Bogdon, 1999. Since the mid-1980s, there have been multiple generations of HUD programs that have tried to blend housing assistance with a variety of supportive services designed to improve the economic wherewithal of recipients (Bogdon, 1999). Each generation has been subject to evaluations: Project Self-Sufficiency (HUD, 1987, 1988), Operation Bootstrap (Blomquist, et al., 1994; Frees, Ellen, and Holm, 1994; Frees, Ellen, and Locke 1994), and the Family Self Sufficiency Program (Rohe and Kleit, 1999). Despite widespread political and popular support for these programs, very little is known about their effectiveness (Rohe, 1995; Rohe and Kleit, 1997; Rohe and Kleit, 1999). In a survey of 564 FSS coordinators to determine early implementation issues and participation, Rohe and Kleit (1999) found that only six percent of all participants from the sampled authorities had graduated from the program, and seven percent had dropped out or were terminated though the vast number were still enrolled and many were expected to graduate. There has also been an examination of the Lafayette Courts Family Development, a Baltimore Housing Authority pilot program with similar aims as FSS (Shlay and Holupka, 1992; Shlay, 1993). These evaluations uniformly found that employment and earnings of participants rose substantially during the program, but that low percentages of enrollees completed the programs. Two recent evaluations of programs in Charlotte, North Carolina (Rohe and Kleit, 1997) and Rockford, Illinois (Anthony, 2005) provide further evidence of program effectiveness. In their important and sophisticated evaluation of the Gateway Program, Rohe and Stegman (1991), Rohe (1995) and Rohe and Kleit (1997), followed both a group of 153 Gateway participants (128 of whom agreed to be interviewed) and 71 comparison group members (54 of whom agreed to be interviewed) over three to five years depending on when they enrolled. (The comparison group was composed of those who applied to Gateway but either did not complete the application or declined to participate once accepted.) Only 41 (32 percent) of the original interviewees

completed the program; 11 (nine percent) became homeowners. Various multivariate statistical procedures were employed to assess differences between experimental and comparison groups at the end of the evaluation. The researchers found that those completing the Gateway Program had considerably higher employment rates and wages, and less dependency on AFDC and Food Stamps. Further, Gateway graduates were six times more likely to have purchased a home. In a study of 135 FSS participants in Rockford, Illinois, Anthony reported that 69 had successfully graduated from the program; the remainder had not. He found that program graduates derived significant economic and housing benefits. Of interest, nearly all of the successful participants purchased homes within two years of graduation. Factors affecting program graduation included age of participant and number of skills acquired during the program. In this paper, we use administrative data gathered from nearly 900 public housing residents participating in the Foundations for HomeOwnership Program in Denver, Colorado to assess the extent of, timing, and reasons for program attrition. This information is supplemented by additional quantitative and qualitative data gathered from a subset of approximately 125 program exiters derived from the Denver Housing Study, a longitudinal study tracking the ways in which participation in homeownership counseling programs foster the acquisition of human, financial and social capital assets of adults and children living in low-income households. These data are augmented with information obtained through a series of focus group interviews with program exiters in order to probe why people decide to leave the program. As of December 2005, approximately 45% of all FFHO Program participants had exited the program (N=388). Six out of ten program exiters left within the first two years of the program. Employing proportional hazards modeling we found that the likelihood of exiting the program was significantly higher among those with higher incomes as well as for those who were receiving services only from the Resident Opportunities for Self-Sufficiency Program. Consistent with earlier studies (see Rohe and Kleit, 1997, 1999), primary reasons for dropping out of the homeownership program included: difficulties associated with juggling the multiple responsibilities of education, employment and parenting, noncompliance with program or public housing regulations, low wages while in the program, perceived inability in meeting personal or programmatic goals, and participant frustration with staff shortages and turnover.

What Moves Movers? Mobility and Exit from Homeownership among Affordable Mortgage Borrowers.

Jonathan S. Spader University of North Carolina-Chapel Hill
Roberto G. Quercia University of North Carolina-Chapel Hill

This study provides the first analysis of mobility and exit from homeownership among affordable mortgage borrowers. We use longitudinal data on three thousand affordable mortgage borrowers from 29 servicers in 42 states to examine the factors that influence household decisions to move and to return to renting. Federal efforts to broaden access to homeownership currently focus on the ability of low-income households to access affordable mortgage credit. Similarly, existing research on the transition from renting to owning is well-developed; however, substantially less attention has been given to the ability affordable mortgage borrowers to sustain homeownership. This research informs current federal homeownership policy by identifying the factors associated with sustained ownership. Furthermore, these findings are of interest to lenders and secondary market institutions concerned with limiting prepayment risk among affordable mortgage products. The Community Advantage Home Loan Secondary Market Program (CAP) follows three thousand affordable mortgage borrowers through their first years of homeownership. After three waves of data collection, over four hundred borrowers have left homeownership for financial, job-related, family-related, and other reasons. We simultaneously estimate a model of the mobility and tenure decisions of affordable mortgage borrowers, paying particular attention to the role of

trigger events and neighborhood characteristics in these decisions. We also supplement this model with analysis of movers' self-reported reasons for moving. Our preliminary findings suggest that the characteristics of the borrower's neighborhood play a role in predicting mobility and exit from homeownership. Also, conditional upon moving, black and Hispanic borrowers are more likely than white borrowers to purchase a new home as opposed to renting.

Understanding Racial Inequality in Homeownership: A Dynamic Approach
        Vanesa Estrada University of California, Los Angeles

This analysis is interested in understanding why racial differences in homeownership have persisted in the past three decades and how they could be diminished. The Panel Study of Income Dynamics allows the opportunity to study the dynamics of the process of transitioning in and out of homeownership and answer many questions about the occurrence and timing of these flows. Using event history models I assess the effects of race and various other factors in the occurrence and timing of becoming an owner, buying subsequent homes, and returning to renter status. An emphasis is placed on how these effects have changed over time and how they vary across cohorts. These estimates are then used in simulations to examine what accounts for the racial gap in aggregate homeownership levels and what changes might close this gap.

Examining Mobility Expectations among Homeowners in Dayton, Ohio
        Mary Wenning Wright State University

This study examines the mobility expectations of homeowners in the Dayton, Ohio region. It employs Myron Orfield's typology of communities in the region. In 2002, Orfield's used cluster analysis to categorize 32 jurisdictions in the region. His indicators included property tax base, population change, and household density. These indicators have been directly or indirectly linked to residential satisfaction, which in turn is one predictor of mobility (Morrow-Jones, Wenning and Li 2004; Parkes, Kearns, and Atkinson, 2002, Speare, 1974, among others.) Data for this study come from a mail survey of homeowners living in the region. Over 950 owners responded to questions measuring various components of residential satisfaction (both neighborhood and unit satisfaction). Homeowners were also asked whether they expect to move and when a move might occur. Property data from the auditor's office supplements the survey data by providing detailed information on each respondent's housing unit. The result is a unique database that combines household data, housing data and measures of satisfaction. A three-stage process was used in this analysis. The first stage summarizes data for homeowners in each community category (At-Risk, Developed, At-Risk, Developing, Affluent, and Central City). The second stage uses principal components analysis as a data reduction technique to reduce the various measures of satisfaction into specific components. The final stage involves fitting a regression model to data from each of the four community categories to see how well (or poorly) the models mobility expectations. Results suggest that there are significant differences among the four types of communities.

Race, Class, and Homeownership: Achieving the American Dream in the City of Angels
        Matt A Barreto University of Washington
        Stephen Nuno University of California
        Mara Marks Loyola Marymount University

Los Angeles is one of the most diverse cities in the world. Despite the integration of multiculturalism into the fabric of the city, Los Angeles remains segregated by race, ethnicity, immigrant status, and socioeconomic status. Further, few cities in America witnessed a sharper

increase in housing prices and a lower rate of homeownership. Thus, we asked residents of Los Angeles, "Do you think you have, or will achieve 'The American Dream' within your lifetime." While we found substantially different results by race, ethnicity, and class, we also found that being a homeowner made respondents of all backgrounds optimistic about the American Dream. Without regard for race, income or immigrant status, being a homeowner helped respondents overcome other issues and to think positively about their future. In contrast, among renters, we found deep divides between Whites, Blacks, and Latinos, as well as among income groups. While much work remains to increase opportunities for historically disadvantaged groups in Los Angeles, we found that the pathway towards homeownership may be the single most important factor towards achieving the American Dream.

Session 65. Governing Cities in a Global Era (3)

Local governance challenges in developing countries: fiscal and informal sector issues
Richard Stren University of Toronto

(This panel seeks to advance cross-national urban scholarship by drawing together scholars from different countries to examine current debates relating to urban governance in different settings.) In many regions of the developing world, reforms in local governance have been relatively recent. In Latin America, for example, major reforms began in the 1980s, and were still taking place in the 1990s and the early part of the current decade. In Africa, most of the reforms took place in the 1990s, at least on paper, but the implementation of these changes is taking time to take effect on the ground. Among other objectives, many of these reforms were an attempt to expand the operating constituency of urban government. While there are a myriad of issues in individual countries, two major problems seem to plague many of these reform initiatives so far. In the first place, fiscal reforms have not always succeeded reforms in governance, even when the latter have involved constitutional change. In the second place, in the poorer countries, there are major difficulties for urban local government systems in dealing with the burgeoning informal system. By its very nature this system provides an intricate structure of production and distribution of goods and services to the poor, when the formal system cannot cope. Both the fiscal and the informal challenges to new local governance reforms are illustrated in the case of African cities, often in the early stages of working through the reform implications. The conclusion of the paper suggests possible pathways toward resolution of these obdurate issues.

Globalization and Informalization of the Latin American City: A Hypothesis
John J. Betancur University of Illinois at Chicago

This paper proposes a hypothesis about the current direction of the Latin American City. It argues that, under globalization, the process of formalization and proletarianization has been reversed and is being replaced by one of informalization and generalized labor downgrading. This situation not only has introduced a generalized process of socioeconomic polarization with higher income concentration among a few and deterioration of general conditions for the majority but has disintegrated the dominant system of legitimacy of the formal economy replacing it with a contradictory one that ties together the formal and the informal economy into a single continuum. As the social relations of the informal economy prevail, a generalized crisis of legitimacy plagues one city after the other. In particular, the contradiction between a system of law and order and a de-facto, ad-hoc order of relations outside it is generating the sense that everything goes. With synchronization between the formal and the informal economy, the former

also informalize or, at least, operate on a dual system of formal/informal social relations. The paper is based on a review of the literature and data, the author's study of Colombian Cities (Medelllin in particular) and visits and discussions with researchers and activists from throughout Latin America.

Theoretical Concepts of Urban Politics Reexamined: Studying urban governance through governing arrangements

Masha Djordjevic Open Society Institute, Budapest

This paper suggests an approach to comparative urban governance through studying urban governing arrangements. Since the beginning of the 1990s, the analytical focus in urban political studies in Europe and North America has been shifting from government to governance. The governance perspective is focused on the inter-dependence of governmental and non-governmental forces in meeting economic and social challenges. Fast development of the concept of governance also brought about a stronger focus on the process of governing than ever before. The dominant focus in the literature on urban governance has been on the process of change. Studying the process instead of structures gave a huge impetus to urban researchers on both sides of the Atlantic. But after at least fifteen years of studying the changing processes and conditions of governing, coupled with the dynamics of the globalisation, it seems that there is a shortage of concepts that describe a variety of local political structures that I call in the paper "governing arrangements". The paper will offer a typology of governing arrangements in order to examine and revise the overlapping and often confusing analytical use of different terms - such as regimes, coalitions and policy networks – and the relations between them taking into account what governing structures they cover, and what they leave out. In addition to offering typology as a way of reviewing the existing concepts, the purpose of the paper is to try to position post-socialist cities in Central Eastern Europe and their institution-building experiences since 1990 on the map of the discipline of urban politics which primarily developed on the basis of the West European and North American experiences. The paper builds upon the author's empirical research into the politics of developmental planning in the large cities of Budapest and Warsaw.

Israel's local government reform agenda in an era of globalization: neoliberalism, managerialism and the role of the central state

Eran Razin The Hebrew University of Jerusalem
Anna Hazan Ministry of the Interior, Jerusalem

Israel's local government system has been remarkably resilient to reform, but pressures associated with globalization and crisis conditions have opened a window of opportunity for the implementation of radical changes in the early 2000s. These represent two different approaches that emphasize efficiency and good governance, giving lower priority to participation and equality. A neoliberal approach, promoted by the Ministry of Finance, emphasizes cost savings and reducing the public sector through municipal amalgamations, reduced grants, outsourcing, privatization, tax sharing and alike. A managerial approach, backed more by those with a legal background, emphasizes a stronger municipal bureaucracy ("gate keepers"), balancing the over-concentration of power in the hands of elected mayors and the malfunctioning of elected councils. Implementation of steps associated with the neoliberal approach has led, however, also to growing inter-local disparities, deteriorating functioning of local governments in the periphery and arguably of the public sector as a whole. The poor performance of Israel's public authorities in response to the month long rocket attacks on Israel's north, in summer 2006, has clearly demonstrated the emerging problems. Our aim is to discuss aspects of the theoretical debate over globalization-driven changes in urban governance, as revealed by the reform

agenda and the urban emergency situation. We refer to the impact of neoliberal-driven measures on the fulfillment of public responsibilities, particularly in emergency situations, in which complex systems based on subcontractors can be less effective than "old style" hierarchical systems; implications of growing disparities between local authorities; and implications of the concentration of power in the hands of the Treasury (neoliberalism) and the Ministry of Law ("legalization" of decision making). We demonstrate the only partial link between reform initiatives in Israel and theories of "new regionalism", despite the context of a weakening central state.

Session 66. Equity and Recovery in Post-Katrina New Orleans

Predicting Neighborhood Recovery in Post-Katrina New Orleans

Michael Frisch Unversity of Missouri-Kansas City

Many sweeping statements have been made about the possibility of recovery in Post-Katrina New Orleans. Early plans such as the Urban Land Institute's called for strategic investment zones that included "parcel reconfiguration" and insertions of open space on former city blocks. Early versions of the Bring New Orleans Back Commission plan also targeted areas of the city for "immediate recovery." The geographic and environmental determinism of these plans failed to address the social structure and culture as represented in the built environment and in community formation. These processes left neighborhoods such as Mid City in limbo as residents wondered if they were going to be abandoned to become "green" space or a constructed wetland. A year after the levees broke, a clearer picture has emerged. I develop a model of predicting the ease of recovery based upon the results of several surveys of on-the-ground conditions. The Mid City Neighborhood Organization surveyed residents who were back and rebuilding even in areas that suffered under 6 to 10 feet of flood water. Secondly, we systematically surveyed key corridors within the neighborhood at multiple times in the last year. Combining these data with business recovery data from secondary sources and from a survey of businesses conducted by the Urban Conservancy allows some conclusions about commercial recovery as well. I find that the pace of residential recovery is intimately tied to housing tenure, units in structure, age of the householder, and family status. I find mixed results in the business sector. Some locally-owned neighborhood businesses were able to quickly reopen only to find that their market was gone. Many national franchised businesses failed to mobilize. These results point to equity considerations that all communities should consider in their disaster recovery plans.

Equity Implications of Trail-Oriented Development: The Lafitte Corridor Case

Jacob A. Wagner University of Missouri-Kansas City
Willard Fields Rails-to-Trails Conservancy

Trail-Oriented Developed is an emerging strategy for neighborhood revitalization. This paper examines the use of this strategy through a case study of a proposed bike and pedestrian trail in the Lafitte Corridor of New Orleans. The Lafitte Corridor is an important public space that has provided a connection between Bayou St. John and the core of the city since the 1790s. On the eve of Hurricane Katrina, however, the Lafitte Corridor was an abandoned and underutilized area, identified in the city's Master plan as a prime candidate for conversion to open space. In the post-Katrina context of redevelopment and a severe shortage of housing, many have looked to the space of Lafitte Corridor as a prime site for new development. Land use conflicts over this important public space center on different visions for its redevelopment, as well as the City's

sale of a large portion of the corridor to a private developer. Residents of surrounding neighborhoods are advocating for the redevelopment of the area following the trail-oriented development model. In the context of post-disaster recovery, many grassroots organizations are looking for new strategies to improve their neighborhoods. Access to non-motorized transportation alternatives is a major equity concern for neighborhoods in which a majority of residents do not own an automobile. Demographic data show that transportation dependency impacted a majority of the residents in neighborhoods surrounding the Lafitte Corridor. Greater access to trails will serve the general public interest by expanding transportation options increasing public health and providing much-needed open space in neighborhoods that often lack parks and other recreation facilities. Trail-oriented development is one strategy that fits within a larger literature on urban parks, heritage tourism and neighborhood revitalization. Because of its location adjacent to two key public housing developments and the City Council's sale of public property, the politics of trail oriented development in the Lafitte Corridor are inseparable from two of the most contested land use issues in post-Katrina New Orleans.

Social Networks and Community Power in Post-Katrina New Orleans
Sarah Lewis University of New Orleans
Kimberly Pratt University of New Orleans

 [Authors will present different perspectives on the recovery process in New Orleans following Hurricane Katrina. Topics covered will include housing, social networks, planning processes, neighborhood organizing, local economic development and conditions impacting neighborhood recovery.] This paper presents preliminary findings from a study of New Orleans as a system of organized authority and power, with a focus on the existing recovery power structure and issues of equity. Its primary goals are to make the city's local power structure more transparent, to better understand the factors influencing success and failure of recovery initiatives, and to provide data and analysis that can serve as a basis for future explorations of local power dynamics in New Orleans. Elite, pluralist, regime, and growth machine theories provide theoretical bases for our analysis. Charles Y.W. Chai's (1975) and James W. Bobo's (1971) studies of community power in New Orleans serve as baselines to assess changes in who occupies positions of influence characteristics of powerful individuals and how problems and solutions are related to the city's leadership structure. These earlier studies indicate that New Orleans, in the 1970s, had a relatively rigid, unprogressive leadership dominated by older white elites and inhibited by structural weaknesses that undermined the city's financial solvency. Using extensive interview data and formal social network analysis, the study identifies key decision-makers, influential organizations, and processes central to the development and redevelopment of New Orleans. Our methodology relies on a combination of institutional, decisional, and reputational techniques. These techniques make it possible to identify individuals who hold formally designated positions of leadership, are involved in important community-relevant decisions, and who are reputed to possess influence and power. It also evaluates the links between who makes important recovery decisions, actual resource allocation, and trends in land redevelopment.

Equity in a Divided City: Evaluating Louisiana's Housing Recovery Programs
Renia Ehrenfeucht University of New Orleans

New Orleans is facing an unprecedented housing crisis. According to FEMA estimates, seventy-two percent of occupied housing units were damaged during Hurricanes Katrina and Rita with 60% sustaining major or severe damage. The Louisiana Recovery Authority the coordinating body created to guide the rebuilding process developed the Road Home housing programs to assist property owners and developers. There is a demonstrated need for assistance. But are

these programs fair? In this paper, we evaluate different ways to measure equity and explain the implications in the context of New Orleans. Each program targets particular groups that are not distributed equally across the city. Although racial and ethnic difference has received much attention, this is one of many factors. Nearly eighty percent of the Road Home funding targets owner-occupied dwellings, although statewide, these account for just over 64% of the damaged units. The disparities are greater in Orleans Parish, where more than half of all residents were renters prior to Katrina and eighty percent of severely damaged or destroyed rental units were located. The rental programs also do not guarantee assistance. Most programs focus on property and not people, giving tenants fewer sources of assistance than property owners, and there are no solutions to the immediate rental crisis. This paper has three components. First, we explore the purposes that underlie Louisiana's housing recovery programs, and different ways to conceive of equity in this context. Second, through comparing the housing characteristics across planning districts in the City of New Orleans, we evaluate how eligibility for the programs varies across the city. The housing landscape, however, was inequitable prior to Katrina. A return to substandard housing or disinvested neighborhoods is no solution, and we discuss steps to more equitable housing opportunities for the city and its residents.

Neighborhood Renaissance: Planning for the Architectural and Cultural Rebirth of New Orleans Post-Katrina
Jane S. Brooks University of New Orleans

More than one year after the floodwaters of Hurricane Katrina inundated eighty percent of the land area in New Orleans, the rebirth of the city is being largely led by neighborhood-based efforts that are currently being coordinated into a Unified New Orleans Plan for recovery. These neighborhood-based plans highly value the architectural and cultural uniqueness which has contributed to the rich heritage of the city and its residents. Several notable examples of place-based revitalization are underway. These include the reopening of well-loved food landmarks like Commander's Palace Restaurant and Angelo Broccato's Italian bakery and gelato shop. Food lovers in the city even taped love notes to the façade of the currently shuttered Camellia Grill in an effort to encourage its reopening. Similar passion has been expressed about the return of key neighborhood music venues throughout the city. This paper will examine how the fierce determination of residents in many neighborhoods of the city is helping to ensure that the specific architectural and cultural values that set New Orleans neighborhoods apart are not diminished in the massive rebuilding effort.

Session 67. Sports in Urban Economic Development

Narrowing the Playing Field: The Economic Impact of Sports Stadiums at the City Level
Charles A. Santo The University of Memphis

Santo (2005) examined whether sports facilities built in the most recent wave of stadium construction, which has been marked by a migration back to the urban core with an emphasis on downtown synergy, have had a different impact on metropolitan economies than the multiuse, utilitarian facilities built in the 1960s and 1970s. The analysis recast a landmark, but dated, study with current data from nineteen metropolitan areas and found evidence of positive correlations between the presence of a new team or stadium and the metropolitan area's share of multi-state regional income in eight of cases. A likely explanation for these results is that these metropolitan areas are benefiting from a redistribution of leisure spending within the region. (A metro area that gains a team is likely to attract an increased number of visitors from

within its region.) If this is the case, such benefits are likely to be localized at the city level; the city is likely to be gaining a greater share of the metropolitan area's income through realigned leisure spending. Since most of the public investment in sports facilities takes place at the city level, determining whether such localized benefits exist will be of greater relevance and utility to policymakers and taxpayers. City-specific cases studies conducted by Rosentraub (2006) and Austrian and Rosentraub (2002) support the notion that sports development strategies can create micro-level benefits and shift economic activity to areas in need of economic development. This analysis will test for the existence of city level economic benefits associated with sports facility development by building on the research methodology and findings of Santo (2005). The analysis will examine data from every city or county that gained or lost an NFL or MLB team, or experienced a stadium construction for such a team between 1984 and 2003. A set of cross-section, time series regression analyses will be conducted to test for significant correlation between these sports-related variables and the locality's share of metropolitan area income. Santo, C. (2005). The Economic Impact of Sports Stadiums: Recasting the Analysis in Context. Journal of Urban Affairs 27(2) 177-191.Austrain Z. and Rosentraub M. (2002). Cities, Sports and Economic Change: A Retrospective Assessment. Journal of Urban Affairs, 24(5), 549-563. Rosentraub, M. (2006). The Local Context of a Sports Strategy for Economic Development. Economic Development Quarterly, 20 (3), 278-291.

Newspaper rhetoric and stadium development

Ernest A. Buist University of Alberta
Daniel S. Mason University of Alberta

Due to their artificially controlled scarcity, North American major league professional sports franchises have emerged as important components of urban development initiatives for communities seeking "big league" status. However, due to this same scarcity, franchises and their respective leagues enjoy significant bargaining leverage over their host cities; as a result, the provision of public monies for the construction of major league sports facilities remains a contentious policy issue. Academic research has tended to focus on the economic benefits (or lack thereof) of such facilities (cf. Baade 2003; Coates & Humphreys 2003; Rosentraub 1997) or the manner through which stadium proponents navigate the policy process to ensure that construction occurs (Friedman & Mason 2005). In the latter case, the local media plays an integral role as an arbiter of the discourse surrounding the stadium issue while at the same time retaining a role as a key stakeholder who stands to benefit from the new construction (Turner & Marichal, 2000). To address this, we examined two separate referenda concerning with the construction of stadia in Cleveland, Ohio, where a referendum to build a stadium in 1984 failed and in 1990 succeeded. Data were collected from articles, editorials, and letters to the editor appearing in the Cleveland Plain Dealer leading up to each referendum, resulting in over 1 100 pages of coverage. Data were analyzed with a focus on "critical discourse moments" (Chilton, 1987; Gamson & Modigliani, 1989), where the visibility and concentration of discourse regarding the stadium development issue is particularly high. The actions of specific actors and newspaper coverage are then compared across the two referenda. Results from this study provide insight into the arguments made by various civic actors interested in stadium developments and the manner through which newspapers frame – and subsequently influence – the local public policy agenda regarding infrastructure development.

Urban Policy, Urban Scholarship, and the Irrelevance of Analysis

Heywood T. Sanders University of Texas at San Antonio

A substantial volume of serious urban analysis over the last two decades has provided a foundation for assessing local policy. For example, a consensus has emerged among

economists and urban analysts about the limited to nonexistent impact of new stadiums and sports facilities generally. Yet that scholarship appears to have little impact on local policy, as cities like Washington, DC continue to invest in new ballparks and places like Kansas City appear willing to invest in arenas despite the absence of any team to play in them. In a similar fashion, communities from Anchorage, AK to Jackson, MS are building new or expanded convention centers despite evidence of consistent over-promising by market consultants and an over-supply of convention center space. And in the face of a great deal of evidence on the limited capacity of tourism-oriented investments in things like aquariums and halls of fame to reshape local urban fortunes, city officials continue to pursue these projects with substantial incentives and generous public funding. This paper will examine the yawning chasm between urban scholarship and urban policy, with the aim of providing an alternative lens through which urban policy choices, and ultimately the broad arena of urban politics, can be better understood.

Teaching Economic Development: Lessons from the Dallas Cowboys
      David Swindell University of North Carolina—Charlotte
      Mark Rosentraub Cleveland State University

One can easily understand why many people believe that the mere presence of a professional sports team in a city will lead to new and even substantial levels of economic development for a community. Teams like the Dallas Cowboys can attract in excess of 700,000 people to their games each year. The expected economic development from sports facilities and teams has encouraged community leaders across North America and Western Europe to argue for public investments to insure that teams locate within their cities and that state-of-the-art facilities are built. With commitments of 30 years needed to fund the hundreds of millions of dollars invested, the leaders of cities investing tax money need to know if their commitment generates a real economic return for their residents and the businesses located in their community. Using an in-depth case study of a recent initiative in Arlington, Texas to build a new facility for the Dallas Cowboys, this paper provides a primer for citizens and public officials to identify the costs and benefits of engaging in negotiations with teams for hosting new facilities. The central theme helps distinguish between the commonly reported economic impacts associated with sports investments from economic development that may or may not materialize. The case study illustrates the magnitude of the differences between these impacts and developments. Additionally, the primer provides a methodology for assessing the claims surrounding the benefits associated with sports investment so officials and citizens have the best possible information before committing public resources that may end up being disproportionate to the returns on the investment. The case includes suggestions on how to integrate an analysis of the Arlington deal in public finance or economic development courses through deconstruction of competing consultant reports on the economic value of the new facility.

Finding the Winning Frame: Regimes, Agendas, and Strategic Rhetoric in Seattle's Sports Stadium Debates
      Joshua Sapotichne University of Washington

Few studies have analyzed debates over sports stadiums using broader theoretical frameworks developed in urban politics and across subfield boundaries in public policy and American politics. One common theme found in this limited work is predominance by the city's economic, political, and media elite. Scholars show that city growth interests heave resources behind the construction of sports facilities, pump money into public relations campaigns, and offer free advertising inside its newspapers. To the extent that entrepreneurs emerge as agents of anti-stadium mobilization, the groups they assemble are on average less coherently organized than their pro-stadium counterparts and significantly outspent by those standing to reap the benefits

of a multimillion-dollar sports facility. These scholars contend that this uneven distribution of resources evidences unambiguous domination by pro-stadium interests. However, others have claimed that highly publicized yet politically nuanced issues such as stadium referenda require more unity among leaders and a more coherently organized civic campaign. These scholars seem to imply that strategy matters, but have not systematically studied how political actors on all sides of the issue generate, evaluate, and modify strategic rhetoric. In this paper, I study the two Seattle stadium initiatives in the 1990s to emphasize the specific rhetorical strategies employed by pro- and anti-stadium interests to influence opinion on the public subsidization of the two facilities. Through content analysis of elite communications in editorial and op-ed articles and stakeholder interviews, I find that both sides almost exclusively used traditional economic justifications during the debate surrounding the 1995 baseball stadium initiative, which ultimately failed. After this result, my analysis shows that leading up to the 1997 football stadium referendum, the economic and media elite 'reframed' their argument to highlight intangible, less easily quantifiable social benefits such as civic and community pride; anti-stadium interests, on the other hand, retained the winning strategy of 'engaging' pro-stadium economic justification by offering impartial empirical evidence to refute claims that facility construction yields economic profit. This paper makes key contributions to our understanding of the specific mechanisms used by regimes to influence outcomes in public spending initiatives and the more general interplay between the institutional and agenda-setting capacity of urban regimes.

Session 68. City-County Consolidation: A Comprehensive Assessment of Efficiency & Effectiveness

Promises Made, Promises Kept?: An Analysis of Ten Comparative Cases

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

[Panel papers include two of the case studies and a third paper that analyzes the set of cases together to draw conclusions about consolidation performance as a whole. The analysis will provide detailed insight into whether consolidation improves service delivery efficiency and effectiveness]. This paper proposal addresses the question: Are unified governments (consolidated city and counties) more effective and efficient than similar unconsolidated governments? Have they kept their promises to voters? The paper reports the results of a project that uses a classic comparative case study design to assess these questions. The assessment requires the author participating in an edited book to collect pre- and post-consolidation data on one consolidated government and a comparable city/county in the same state that did not consolidate. (Other papers on the panel are chapters included in the book). One of the greatest benefits of a comparative case design is that one gains valuable information from systematic analysis without losing the rich variation of data obtainable from a case analysis.

Western Style Consolidation: The case of Butte and Bozeman, MT

Susan Keim University of Kansas
Justin Marlowe University of Kansas

Butte, MT consolidated its government on the fourth try in 1976 while Bozeman, MT has functioned in a traditional commission-manager form of government for the last eighty-four

years. This comparative case study analyzes and compares the consolidated government of Butte, MT (which consolidated with Silver Bow county) to the traditional governance system found in Bozeman and Gallatin County, MT. At the time of consolidation, both areas maintained similar population levels and adhered to the same state laws of Montana, including the state mandate that city governments review their city charters every 10 years. Three hypotheses were tested in a time series from 10 years before to ten years after consolidation: H1: Has the consolidated government of Butte/Silver Bow MT operated more efficiently than the unconsolidated government of Bozeman, MT, due to selective functional service consolidations? H2: Has the consolidated government of Butte/Silver Bow operated more effectively with respect to economic development than the non-consolidated communities of Bozeman and Gallatin County, MT? H3: Has the consolidated government of Butte/Silver Bow delivered on its pre-consolidation promises? Since the topic of city-county consolidation is popular with local governments even though the number of successful city-county consolidations is small, this analysis will provide information to communities interested in the process and results of consolidation's claims of effectiveness and efficiency.

City-County Consolidation: A Comprehensive Assessment of Efficiency and Effectiveness

Kurt Thurmaier Northern Illinois

This panel addresses the question: Are unified governments (consolidated city and counties) more effective and efficient than similar unconsolidated governments? Have they kept their promises to voters? The three papers on this panel report the results of a project that uses a classic comparative case study design to assess these questions. The assessment requires the author participating in an edited book to collect pre- and post-consolidation data on one consolidated government and a comparable city/county in the same state that did not consolidate. One of the greatest benefits of a comparative case design is that one gains valuable information from systematic analysis without losing the rich variation of data obtainable from a case analysis. The panel also includes two of the case studies (Virgina Beach by Nicholas Swartz and Bozeman Montana by Keim/Marlowe) and a third paper (the concluding chapter of the book) that analyzes the set of ten companion cases together to draw conclusions about consolidation performance as a whole. The analysis will provide detailed insight into whether consolidation improves service delivery efficiency and effectiveness.

Does Consolidation Make A Difference? A Case Study of Richmond and Virginia Beach, VA

Nicholas J. Swartz University of North Carolina at Charlotte

This comparative case study examines and compares the consolidated government of Virginia Beach (which consolidated with Princess Anne County in 1963) to the more decentralized system of governance found in Richmond, VA. Both areas contained similar levels of population at the time of Virginia Beach's consolidation in 1963 and were subject to the same Virginia state laws and statutes. Three hypotheses are tested through a historical analysis (time horizon is 10 years before and 10 years after Virginia Beach's consolidation) of budget documents, property taxes, and various governmental documents of both Virginia Beach and Richmond, VA. First, has Virginia Beach's consolidated government operated more efficiently than Richmond's unconsolidated government? Second, has Virginia Beach operated more effectively than Richmond? Last, has Virginia Beach's government delivered better on its promises compared to Richmond's government? This analysis will provide information to communities interested in consolidation. In particular, it provides insight into whether or not a consolidated form of government improves service delivery effectiveness and efficiency.

Improving the Efficiency of Service Delivery in Local Government: An Assessment of City-County Consolidation in Wyandott.

Suzanne M. Leland University of North Carolina at Charlotte
Curtis Wood Northern Illinois

There are few documented studies that empirically prove city-county consolidation cuts costs and leads to improved service delivery. This leaves many local governments to wonder if this innovation is right for them, and if it is how they can convince voters to support consolidation when these arguments do not resonate with the average voter considering a local government merger. This paper directly addresses this gap in the literature by comparatively studying two similar communities, one that has consolidated (Wyandotte County/KCK) and the other in which the city and county remain separate (Shawnee County/Topeka), to determine the budgetary effects of consolidation and whether promises that were made by the advocates of consolidation resulted in promises kept. The evidence derived from seven years of data prior to the consolidation and after the consolidation supports the hypotheses there was more of an improvement in efficiency/economy for the consolidated government than in the fragmented governments and that the promises made by the advocates of consolidation have resulted in promises kept.

Session 69. Re-framing Our Understanding of Neighborhood Change

Deconstructing Neighbourhood Transitions: The Contribution of Migration and Housing Tenure

Larry S. Bourne University of Toronto

Neighbourhoods change in response to numerous factors, both internal and external in origin, and in combination these lead to different trajectories over time. The driving mechanisms in these transitions, as both cause and effect, are relative shifts in migration flows, household composition, and housing tenure. To date, however, we know little about the relative contribution of these components in defining neighbourhood trajectories. This paper builds on a unique set of cross-tabulated data for neighbourhoods in Canada's three largest metropolitan areas from 1981 to 2001. Specifically, it examines the impacts of compositional changes in population attributes and migration and in the tenure of the new and existing stock, notably incorporating the recent growth of condominiums, on the nature and direction of neighbourhood change.

A New Framework for Understanding Neighborhood Change

Andree Tremoulet Portland State University

Since the early observations by members of the Chicago School, urban scholars have described and analyzed the causes and effects of neighborhood change. In the US, three primary schools of thought have evolved: ecological perspectives, subcultural/neighborhood attachment perspectives and political economy perspectives (Temkin & Rohe 1996). These schools of thought are generally regarded as presenting competing explanations for change and recommendations for action. This roundtable will present and invite critique of a new integrative approach to understanding neighborhood change that draws from all three schools. This approach adapts a framework developed by H. V. Savitch and Paul Kantor in Cities in the International Marketplace (2002) that explained variations in urban economic development in a global context. While Kantor and Savitch's framework identifies driving and steering variables that determine the range of options available to urban areas in a competitive international

marketplace, this framework will draw upon existing literature from all three schools to describe driving and steering variables related to neighborhood change in the US. The potential ramifications of this approach on community development practice will be explored.

Gentrification, Markets, and Policy: An Examination of Media Accounts
Robert V. Grantham University of Massachusetts-Lowell
Thomas Krebs Model Cities

While much has been written and discussed about the supply and quality of urban housing, researchers continue to consider gentrification as a force that arguably impacts the social and economic welfare of those affected by its implementation. This paper examines the debates surrounding gentrification, regarding not only the causes but also its effect; then considers such debates in relations to media framing. More specifically, a content analysis of mainstream media sources as compared to alternative media sources is performed in order to pursue a cogent explanation regarding the intersection of housing needs, commercial interest, and government involvement. Articles are selected using Lexis-Nexis, using 'gentrification', 'marketing', and 'policy' as search terms to collect data from the last six months of news publications. Ultimately, we examine the accounts in order to examine gentrification through a lens of neo-liberalism in conjunction with Messner and Rosenfeld's (1997) work on institutional anomie theory. We suggest that such efforts not only serve to enrich and add to current and past debates regarding gentrification but serve as a basis (for future research) to consider more robust methodological analysis regarding both the causes and effects of gentrification in urban cities.

Downtown Housing Southern Style: Georgia, Mississippi, South Carolina
Joan M. Wesley Jackson State University

Downtown living appears to be recovering after decades of decline. Some cities are experiencing increases in their central city populations as more persons opt for downtown living. Historically, downtown residents have been found mostly in populous cosmopolitan cities. More recently, as if taking a cue from the successes of larger and more cosmopolitan areas, smaller cities located in southern states have begun to develop downtown housing. Forward thinking mayors and other stakeholders in these southern cities are making in-town housing a central part of their overall redevelopment plans. Taking this bold step has proven successful for some cities and the results have been impressive. As demands increase for downtown residential properties, questions arise about a possible new trend of reverse migration and how best to respond to the measured, but growing, interest in downtown living. Questions also arise about the demographic characteristics and lifestyle preferences of residents choosing to live in the downtowns of southern cities. This research explores these questions focusing on downtown housing in cities located in South Carolina, Georgia, and Mississippi. The cities selected for inclusion have populations less than 200,000 and have made downtown housing an important part of their redevelopment efforts. The primary focus is on housing located in or near the central business district or downtown, as defined by the cities themselves. The research identifies who these pioneers are and why they have chosen to live downtown, especially during the early stages of revitalization. It also examines factors that drive the demand for downtown residential units and explores why a growing number of residents in southern cities are attracted to downtown living.

Session 70. The State of Inner-Ring Suburbs in Metropolitan America

The Political Realities of Confronting Suburban Decline

Thomas J. Vicino University of Texas at Arlington

{This panel examines new evidence of inner-ring suburban decline and considers the implications for urban theory, policy, and planning} Scholars and practitioners have increasingly paid attention to the changing nature of American suburbs, with emphasis on the decline in the nation's older suburbs near central cities. This paper quantifies suburban decline in the Baltimore region and then considers the politics and political realities of confronting the problem. Through the analysis of what a local government can and cannot do about suburban decline I demonstrate that in the case of Baltimore County the local government was able to implement revitalization projects since it had jurisdiction over its first tier suburbs. The county's large population, an affluent tax base, and the lack of municipalities allowed the county to redistribute funds for these projects. I argue that if governments are serious about confronting suburban decline, then either a regional growth boundary or a regional zoning tool is necessary to slow the pressures of urban decentralization. Yet, the political realities suggest that the will to maintain local autonomy is stronger than the will to eliminate the real barriers to revitalizing first tier suburbs.

The geography of suburban decline: comparing old and new suburbs in metropolitan America

Bernadette Hanlon University of Maryland, Baltimore County

This paper analyzes decline in the suburbs of the top 100 most populated metropolitan areas in the United States. Developing an index of decline using census place level data from 1980 to 2000, I examine the prevalence and extent of decline among older suburbs compared to newer across different regions of the United States. Much of the research on suburban decline has focused on metropolitan areas of the Northeast and Midwest of the United States. Less analysis has been conducted on the older, inner suburbs of the South and West. The findings of my analysis suggest that decline occurs in different U.S. regions and in both growing and stagnating metropolitan areas. Features of declining older, inner suburbs include increasing minority populations, a loss of manufacturing employment, and an aging housing stock. These findings suggest the need for policy intervention to prevent further decline and offset the loss of stability among older suburban areas.

The Suburban Gothic: Transformation and Decline in the Suburbs

John R. Short University of Maryland, Baltimore County

The suburbs are often presented in the popular literature as places of stability, the calm area between the turmoil of the central city and the rapid transformation at the city's edge. In reality, however, suburbs in the US have become sites of immense change, presenting dangers as well as opportunities. This paper sets forth the theoretical background to suburbs as disparate and diverging places, illustrating how varied they are and how decline as well as growth is part of a new suburban reality. This provides a backdrop to other papers being presented in this panel.

Metropolitan Growth Policies and Inner-Ring Suburban Decline

Sugie Lee Cleveland State University

U.S. metropolitan regions have experienced the intra-metropolitan spatial differentiation that formed the multiple sub-areas: the downtown, the inner city, the inner-ring suburbs, and the outer-ring suburbs. These sub-areas show distinct entities in their demographic, socio-economic, and housing patterns. According to recent research, of these sub-areas, the downtowns and inner cities showed the dramatic turnaround from the previous decline, while

the inner-ring suburbs gradually experienced socio-economic decline. In contrast, the outer-ring suburbs show still strong socio-economic prosperity attracting upper-income households as well as jobs. Such dynamics in the sub-areas are strongly related with metropolitan growth policies and patterns. Some recent research provides a positive impact of urban containment policies on the central city revitalization. However, there is little research regarding the impact of metropolitan growth policies (e.g., urban containment and sprawl) on the socioeconomic status of inner-ring suburbs. Thus, this research examines on the relationships between metropolitan growth policies and inner-ring suburban decline and revitalization with a case study of the U.S. metropolitan areas that have different growth patterns and policies. This research focuses on two research questions: (1) whether urban sprawl increases inner-ring suburban decline and; (2) whether urban containment policies improve the socioeconomic status of inner-ring suburban areas.

Session 71. *The State of Inner-Ring Suburbs in Metropolitan America*

The Political Realities of Confronting Suburban Decline

Thomas J. Vicino University of Texas at Arlington

[A discussion of the arguments and proposals raised in the new book "A Right to Housing," featuring several contributors to the book as other housing specialists.] In 2006 Rachel Bratt, Chester Hartman, and Michael Stone published "A Right to Housing" (Temple University Press). The contributors to this volume argue that the nation's housing problems will never be resolved unless housing becomes a fundamental right. Individual chapters critique the current system of housing provision and finance articulate what a right to housing might mean and explore the implications of a right to housing for specific segments of society. This colloquy will feature one of the book's editors and several other contributors along with other housing policy specialists in a critical discussion of a right to housing as a means of addressing the nation's housing needs. As a roundtable participant who did not contribute to the book I will provide an outsider's assessment of the book's main arguments. While I share the book's concern about the prevalence and severity of the nation's housing affordability problems, I take issue with the argument of several of the book's contributors that removal of housing from the private market is ultimately the only way to assure a right to housing; more specifically, I believe that a well designed and adequately funded voucher program can go a long way toward meeting the nation's housing needs. To the extent that additional housing production is required, there may also be a place for incentives for private investment. It is probability not politically or administratively feasible to shift all affordable housing to government, nonprofit organizations, and cooperative forms of ownership.

Colloquy comments

R. Allen Hays University of Iowa

Abstract Not Available

Colloquy comments

W. Dennis Keating Cleveland State University

Housing is not mentioned in the U.S Constitution. In an attempt to make it a constitutional right of American citizens, a landlord-tenant dispute brought the issue before the U.S. Supreme

Court. In Lindsey v. Normet, 405 U.S. 56 (1972), the Court declared that there is no such right. Redress for housing grievances lay with the states. This attempt was premised on arguments illustrated by Professor Frank Michelman: "The Advent of a Right to Housing," 5 Harvard Civil Rights & Civil Liberties Review 207 (1970). While the Housing Act of 1949 declares that all Americans should be decently housed, it was not a guarantee and has not been yet achieved as a goal. For the most part, efforts to achieve this goal have been made through federal and state statutes. One state alone - New Jersey - has recognized that its Constitution dos contain a guarantee of a right to housing. It was this recognition that led to the landmark decision by the New Jersey Supreme Court in the Mt. Laurel exclusionary zoning cases that all New Jersey localities must provide for "fair share" housing on a regional basis. I will look at the results of these decisions and subsequent legislation creating the Council on Affordable Housing to achieve this goal. David Bryson, "The Role of the Courts and a Right to Housing" in A Right to Housing. Charles Haar, Suburbs under Siege: Race, Space, and Audacious Judges (1996)David Kirp, John Dwyer, and Larry Rosenthal, Our Town: Race, Housing and the Soul of Suburbia (1995); Alan Mallach, "The Betrayal of Mount Laurel" SHELTERFORCE(March/April, 2004).

Colloquy comments
        Peter Drier Occidental College
A discussion of the arguments and proposals raised in the new book "A Right to Housing," featuring several contributors to the book and other housing specialists. My talk will focus on building a political coalition for affordable housing.

Colloquy comments
        Rachel G. Bratt Tufts University

Despite the Congressional declaration of a national housing goal more than a half century ago: "A decent home and a suitable living environment for every American family," 100 million people in the U.S. still live in housing that is physically inadequate, unsafe, overcrowded, or unaffordable. A Right to Housing sees the fundamental causes of our housing problems as being deeply embedded in our economy, in particular income inequality and insecurity, segregation and discrimination. The editors and contributing authors argue that a right to housing should be the new policy direction for resolving the nation's housing challenges. This presentation will outline the main themes of the book.

Colloquy comments
        Susan Saegert City University of New York Graduate School

Abstract Not Available

Session 72. Betting on Tourism and Technology for Economic Development

Urban Growth Strategies in Tourism Economies: A Comparison Between Cities in Hawaii and Jamaica
        Karl W. Besel Indiana University Kokomo
        Muthusami Kumaran University of Hawaii at Manoa

Economic development strategies devised and adopted by many cities that are tourist destinations have become increasingly sophisticated over the past decade. Subsequently, these

cities are often the destination of immigrants from impoverished rural areas, as demonstrated by the huge influx of migrants within countries in the Caribbean and Pacific Rim. In general, cities within Hawaii have adopted more long-term development strategies, while urban areas within Jamaica have opted for short-term strategies that entail less business and political risks for the business elite and politicians respectively. The impact of both approaches is viewed in terms of their ability to recruit and retain businesses, how strategies are evaluated, and the primary beneficiaries of economic development strategies. Subsequently, this study will examine the benefits (or lack of) for business elites, politicians, and rural migrants/new immigrants. The paper highlights the success stories of innovative organizational and strategic planning processes that went into the tourism-based economic development plans adopted by these cities to carve a niche for themselves. This paper also documents problems faced by tourism cities in sustaining their economic development plans.

Differences in hi-tech immigrant wages and earnings across Canadian cities
Peter V. Hall Simon Fraser University
Amir J. Khan Social Policy and Development Centre

Immigrants to Canada tend to cluster in the three largest metropolitan areas. At the same time, many researchers, policy makers and advocates are raising concerns about the continued upward mobility of immigrants in the Canadian labour market and in particular about the matching of highly skilled immigrants to appropriate employment opportunities. Hi-tech economic activity also tends to cluster geographically to take advantage of face-to-face contacts and other highly localized sources of competitive advantage. This paper examines the labour market situation of highly skilled immigrants in Canada's hi-tech clusters, in light of the geography of immigrant settlement and regional economic development patterns. We use 1991-2001 population census micro-data to show that hi-tech immigrant wages and earnings vary across Canadian cities. First, we identify four classes of Canadian cities based on the characteristics of immigrant and hi-tech sector employment. Then, after controlling for individual characteristics, we show that immigrants in the largest and tech-intensive cities earn significantly less relative to non-immigrants than those in mid-sized and smaller cities. We also present results comparing the hi-tech immigrant wage and earnings gap for the five largest Canadian cities. Our findings are consistent with the notion that immigrants tend to compete with each other in specific sub-sectors of local labour markets. The findings are also consistent with the notion that geographical differences are an important component of the overall earnings gap between immigrants and non-immigrants. We conclude by considering the public policy questions raised by these geographically and socially selective processes.

Inner City Restructuring and the Politics of the High-Tech Economic Development: Evidence from Barcelona (Spain)
Antonia Casellas The University of Utah
Montserrat Pallares Universitat Autonoma Barcelona

In the year 2000 and leaded by the local public sector, Barcelona's policymakers initiated a major urban transformation of almost 200 hectares of the inner city. Under the label "22@ Barcelona," the overall project involves the urban renewal of the old industrial neighborhood into a main economic and technological platform of both Barcelona and Catalonia. The "22@Barcelona" project embodies many of the components that characterize high-tech industrial formation in urban settings. It envisions a cluster of high-tech related firms in a hybridized space with new housing, commercial space, hotels, and cultural amenities. The paper explores the goals of the project and analyzes the transformation of the area's economic activity by assessing whether the clustering mechanisms created by local authorities to foster

knowledge related activities is producing the expected results. It argues that the project has to be understood within the urban policy frame that has evolved in the city since the late 1980s. The main elements of this urban policy are: the involvement of the private sector in the financing of projects, the creation of autonomous entities to control planning and finances, the creation of consensus between public administrations, the implementation of flexible strategic planning, and a highly restricted level of community participation. The paper highlights the economic and social implications of this model.

Tourism and the Internet: an analysis of official (government) tourism websites for countries in West Africa
        Abena A. Aidoo University of Delaware

Developing countries are increasingly looking to tourism as an income generating industry. In doing so, the Internet is being used as a means to promote tourism on a global scale. This is the case in West Africa, where recommendations are made that emphasis be put on cultural and eco-tourism. This raises questions about the extent to which this results in fostering tourism in urban and non-urban areas of a nation as well as about the way in which tourism is presented on the official websites in West African countries. The objectives of this paper, then, are to analyze the websites of West African countries in relation to the extent of their emphasis on tourism, and type in urban and non-urban locations, and to more generally assess the websites on the following criteria: 1) general appearance of website; 2) the access to the website (direct or indirect); 3) links to other tourism-related organizations; 4) online services available; 5) presence of FAQ sections; 6) number of language options; 7) contact information; and 8) the currency of information. This paper will contribute to the literature on how West African governments are using the Internet to promote tourism and to what extent their focus is on urban and non-urban tourism sites. There has been research on private tourist agencies in this area, but little about government agencies.

The Urban Geography of Tourism and Health Services in the United States of America
        David Gladstone University of New Orleans

The relative decline of manufacturing and growth of service-sector industries has reshaped many urban areas in numerous ways. Building on previous studies of tourism urbanization and research dealing with the economic geography of service-sector industries, the present investigation compares the spatial and employment effects of two of the largest service-sector industries, tourism, and healthcare, on the urban fabric of metropolitan areas in the United States of America. The purpose of the research is not only to describe the contours of metropolitan areas most dependent on the tourism and health services industries as generators of regional exports and jobs, but to explain significant differences among metropolitan areas most specialized in tourism and health services; to assess what factors determine the most equitable outcomes for residents and workers in metropolitan areas with high concentrations of tourism and health services jobs; and, in more general terms, to evaluate the degree to which it is possible to "read off" the social and spatial characteristics of metropolitan areas through an analysis of industrial and occupational structure alone.

Session 73. Immigrants in the Informal Economy: U.S. Urban Experiences

Migrant Worker Centers: Contending with Downgrading in the Low-Wage Labor Market

Nina Martin University of Illinois at Chicago

Sandra Morales University of Illinois at Chicago

Nik Theodore University of Illinois at Chicago

Mass migration to major U.S. cities is reworking extant patterns of ethnic jobholding and labor market segmentation. Employers in a variety of industries have turned to recent migrants, many of whom are not authorized to work in the United States, as a stable labor supply for low-wage jobs. As a result, many migrant workers enter urban economies through precarious jobs in low-wage industries and the informal economy where they often endure routine violations of labor and employment laws. This paper examines the activities of a "migrant worker center" in improving wages and working conditions in migrant labor markets. Through a case study of a worker center located in a port-of-entry immigrant neighborhood on Chicago's Southwest Side, we examine the geographies of the low-wage labor market and the problems that have arisen for workers who hold jobs that effectively exist beyond the reach of government regulation. We argue that migrant worker centers will likely emerge as a key resource for workers who are drawn to global cities by the promise of economic opportunity yet confront harsh conditions in the local labor markets in which they are employed.

Organizing Day Laborers toward Worker Centers: Lessons from Denver
Michelle Camou College of Wooster

In cities throughout the United States, day labor centers have been seen as a method for incorporating undocumented, Latino casual workers into urban economies and local systems of labor protections. At their best, centers produce a system for monitoring and disciplining the exchange of labor between workers willing to work on insecure assignments and casual employers. Yet, centers can be a gamble for workers, who must weigh the benefits of monitoring and oversight against the realities that employers may eschew the structured market. In this way, centers can be a "hard sell," and communities proposing the center solution find that day laborer organizing is a fundamental and ongoing part of the process. Given certain features of day labor populations, organizing day laborers can be extraordinarily difficult and often fails. In this paper, I use ethnographic field methods to examine the process of organizing day laborers in Denver. I find that the organizing campaign in Denver was couched in ideological, principled terms, assuming a built-in solidarity and collectivism not shared by day laborers. In contrast to collectivism and solidaristic principles, day laborers understand their lives and labor experiences through a lens of self-reliance and are motivated by short-term, materialist concerns. Tangible incentives like access to jobs, other income opportunities, and successful resolution of grievances are what resonate with day laborers. Successful organizing campaigns must frame day labor centers in terms of material incentives and be capable of delivering those material benefits.

Day Labor Worker Centers: Protecting Labor Standards in the Informal Economy
Nik Theodore University of Illinois at Chicago
Abel Valenzuela University of California, Los Angeles

Every morning, in cities throughout the United States, groups of workers assemble on street corners and in other public spaces to search for work. These job seekers are day laborers who are employed by construction contractors, landscaping companies, and homeowners for short-term, manual labor projects. Day laborers face a labor market that is characterized by routine violations of labor and employment laws, and workers often are reluctant to contest abusive employer practices because most are undocumented immigrants (Valenzuela Theodore

Melendez and Gonzalez 2006). Immigrant and worker rights organizations have responded by creating day labor worker centers in an attempt to formalize hiring in this informal labor market. This paper examines the activities of day labor worker centers, focusing on the ways they impact wages and working conditions in the day labor market. The findings are based on a recently completed survey of 61 day labor worker centers, including in-depth interviews with worker center managers and coordinators. In the paper, we consider the potential and limitations of worker centers to re-regulate the day labor market and to provide a means of immigrant incorporation into the "mainstream" economy in U.S. cities.

Working on the Street: Migration, Neighborhood Characteristics and Day Labor Sites in the Phoenix Metropolitan Area

Francisco Lara-Valencia Arizona State University
Jacob Fisher Arizona State University

Cities in the Phoenix Metropolitan Area have been enacting policies and regulations to contain the formation of day labor sites on local streets and corners. The basis for these actions is safety concerns, nuisance and opposition to illegal immigration by local groups. In parallel, there is growing evidence that day laborers contribute to the local economy and some communities have decided to establish regulated work centers rather than criminalize this activity. This paper has the double purpose of (1) exploring how day labor site formation interact with local immigration patterns and neighborhood characteristics, and (2) evaluating the effectiveness of regulated labor sites in addressing some concerns of local communities opposing to day labor. This paper reports the results of a case study based on a survey to day laborers and in depth interviews with key informants. In addition, a typology of day labor sites based on location in the metropolitan area is provided to explore the spatial dimension.

Session 74. Community-based Nonprofits and The Provision of Services

The Effect of Economic Downturn and Fiscal Retrenchment on Nonprofit Revenue Sources

Dale E. Thomson University of Michigan-Dearborn

Over the past decade, the nonprofit sector has played an increasingly prominent role in implementing government programs in urban areas. This makes the capacity of nonprofits increasingly important to the future of cities. The ability to secure revenue is one of the more critical dimensions of nonprofit capacity. Yet, the revenue sources available to nonprofits can be very unstable and impacted dramatically by exogenous forces, such as economic downturn and federal and state policy changes. While there are various studies of the impact of such dynamics on aggregate levels of resources available for delivery of services to the poor, there is little scholarly research detailing the impact on the budgets and service levels of individual nonprofits. This paper aims to fill part of this gap by reporting the results of a study examining the impact of recent economic downturn and federal and state fiscal retrenchment on revenue sources of more than 100 nonprofits that provide services to tens of thousands of low- and moderate-income people in Detroit, Michigan. The analysis utilizes a unique, longitudinal database assembled over the past six years as part of an annual evaluation of hundreds of Detroit nonprofits. The dataset enables an examination of changes in revenues (by source) and whether or not the changes correlate with various factors of organizational capacity and type of activity provided by those organizations. The paper will then place the findings in the context of

major economic and policy changes at the federal, state, and local levels as identified by interviews and secondary data analysis.

Is There a Role in Service Delivery for Neighborhood-based Organizations?
David Swindell University of North Carolina—Charlotte

Cities face many challenges, many of which draw attention to more visible aspects of public safety, race relations, schools, and other visceral characteristics of urban living. But many contemporary cities face a less obvious challenge in the fraying of civic life personified by the continued withdrawal of citizens from participation in their own governance. In searching for opportunities to counter this challenge, this paper addresses several aspects of a growing trend in local government administration: increasing the role of neighborhood-based institutions in limited service delivery opportunities. This is one approach many cities are examining in response to "reinventing government" initiatives one they are using to combat the decline of citizenship in this country, and one that might have the added effect of rebuilding social capital in communities that have seen their stock of such capital follow the familiar patterns illustrated by Putnam's works. To explore the possibilities to expand such a role, the paper uses Charlotte, North Carolina to examine city-driven and grassroots-based initiatives. The main source of data for the analysis is a recently completed survey of over 150 neighborhood organizations in Charlotte, North Carolina. In addition, the results from the Charlotte organizations will be tied to data collected in partnership with a recent citizen survey (n=800 households). The responses to these two survey efforts identify those organizations that are already leading the way as this service responsibility trend emerges. In-depth telephone interviews with an organization's leadership will then help provide a more detailed qualitative dimension to the research in order to understand the strategies that appear to work for neighborhood service delivery and the obstacles they must overcome and how these successes and organizational strategies relate to citizen participation, if at all.

Government in Translation: The Local Politics of Immigrants' Equal Access to Government Services in Oakland and San Francisco
Els de Graauw University of California, Berkeley

With renewed high rates of immigration since the 1960s and with the largest number of immigrants admitted to the U.S. during the 1990s, there has been much concern among public officials about what this influx of newcomers means for the status of the English language. This concern found expression in national efforts to make English the official language of the U.S., national and state debates over bilingual education in public schools, and, more recently, local debates over government's use of language in communicating with city residents. In this paper, I take a closer look at how local governments have responded to the challenge of effective communication when a large proportion of a city's residents are first-generation immigrants who are not proficient in the English language. In 2001, Oakland became the first city in the U.S. to pass a local policy requiring city departments to translate their paperwork in non-English languages (today these are Chinese and Spanish) and hire bilingual staff if a substantial portion of the public utilizing their services does not speak English effectively. San Francisco passed an almost identical local ordinance a little later that same year. As part of a larger research project exploring what role service providers and advocacy groups catering to immigrants play in the local politics of immigrant representation and incorporation, this paper examines the role these 501(c)(3) nonprofit organizations have played in framing enacting, implementing, and monitoring language policies in Oakland and San Francisco. Contrary to much of the nonprofit literature rationalizing the political apathy, quietude, and impotence of these nonprofit organizations, my data from fieldwork conducted in the San Francisco Bay Area reveals that

immigrant nonprofits are important political actors at the local level as they have a notable political presence as well as political influence with regards to local immigrant integration policies. In my paper, I draw from interviews with nonprofit staff and local politicians, survey data, government reports, and newspaper articles from the local mainstream and ethnic press.

Policy Innovations from the Ground Up
> Heidi S. Swarts Rutgers University-Newark

In my paper, I argue that the two dominant styles of grassroots community organizing of low-income and working-class people make complementary contributions to American urban politics and political participation. These organizations are relatively "invisible" as policymakers; yet when their policy outcomes are measured, I find that in a time of hostility to national redistributive policies, they have originated a striking number of policy innovations that and their work has redistributed billions of dollars to programs that serve poor and working people. The paper is based on a larger project that researched four local organizations in St. Louis and San Jose, and three national organizations. Data includes over 200 interviews, organizational observation, and archival research. I argue that congregation-based community organizing ("CBCO") has developed a unique and innovative cultural strategy, while ACORN (the Association of Community Organizations for Reform Now) is notable for its innovative organizational and political strategy. Both have strong collective identities and have developed strategic and tactical innovations. However, CBCO contributes a unique combination of democratic deliberation, intensive leadership development, and a praxis that links the strategic pursuit of power to shared religious values. Both religion and class account for CBCO's heightened attention to cultural elaboration. The need to unify its cross-class, multi-racial membership leads it to perform more cultural work than ACORN does. This heightened attention to process, communication, and an original ideology helps it excel in developing grassroots leaders skilled in strategic local politics. ACORN differs from CBCO in several ways. Its structure as one centrally –coordinated national organization with local chapters (rather than independent local non-profits united in networks) allows ACORN to have a unified national strategy run unified national campaigns and disseminate local strategies and tactics quickly. ACORN combines one of its greatest strengths, a national staff of policy and strategy experts, with a mass base at the local level. Unlike CBCO, ACORN's long-term political strategy includes a consistent alliance with labor as well as direct participation in electoral politics. It has a relatively long history of developing national campaigns and combines numerous tactics on as many pressure points as it can identify in a given campaign. While community organizing is merely one piece of the puzzle of combating growing inequality among Americans, it can play a number of important roles, especially as it increasingly combines in broad coalitions.

Session 75. Dimensions of Vancouverism

Measuring the Oil Vulnerability of Greater Vancouver Regional District
> Ruby Socorro M. Arico Simon Fraser University

The availability of cheap oil has allowed cities to maintain a certain standard of living and growing dependence on oil makes cities vulnerable. As any finite natural resource, oil production will reach its peak level and decline thereafter – a phenomenon commonly known as "peak oil."   The rapid increase of international oil prices in 2004 triggered speculations about the security of oil supply and spurred great public interest in the underlying causes of the price increase. While the timing of peak oil is highly debated, the associated consequences to human

existence are not and the impacts on cities are inevitable. Canada is fortunate to have abundant energy resources. Even with these energy resources, more than half of its domestic refinery demands are supplied by imported crude oil. Since oil prices are decided in the world market, Canada will not be spared the adverse consequences of oil constraints. The adaptation of cities to a future of limited cheap oil supply is an important urban policy direction and little is known about the vulnerability of urban areas in this context. This paper will attempt to measure the social vulnerability to oil prices of 21 cities and municipalities within the Greater Vancouver Regional District. Vulnerability is defined as the condition or state that makes a community or system susceptible to harm arising from external factors such as oil prices; social vulnerability, more specifically, is a result of factors that influence the capacity of people to cope with and adapt to increasing oil prices. This condition is an inherent characteristic or attribute of the community independent of oil prices. This exploratory research in generating a social vulnerability index aims to raise public awareness, stimulate more urban research, and to provide baseline information.

Amenity Bonuses: Bridging Cultural Production and Consumption in Vancouver's City Center

Dan R. Cupa Simon Fraser University

This project examines how the Cultural Amenity Bonus program, a collaborative funding mechanism used to finance non-governmental cultural *incubator* organizations (through both physical and intangible infrastructure investments), has succeeded in bridging cultural production and consumption in Vancouver's city center. By uncovering the experience of three such organizations through this program, which began in 1975 under Vancouver's Downtown Official Development Plan (DODP), this project is a case study that reveals both the methodological history as well as current perceptions of the various stakeholders involved. Through a series of interviews and questionnaires distributed to city staff, developers and members of three incubator organizations: the Vancouver International Film Center (VIFC), Art in Starts and the Contemporary Art Gallery, this project tracks the experience of this ongoing process. The program is an innovation which stems from various theories on cultural sustainability. These theories suggest that cultural *incubators* in *clusters* within *districts* are crucial components in a healthy cultural ecosystems toolkit in that they not only stimulate growth in cultural industries, but also empower various communities by involving what would be merely cultural consumers in actual cultural production. Within the context of a growing acknowledgement of culture as the fourth pillar of sustainability and increasing attention given to the benefits cities accrue from robust *creative* industries, the amenity program has acted as a link between Cultural Planners, Developers and NGO's in facilitating macro planning goals of creating a vibrant cultural infrastructure base in Vancouver's downtown.

Planning in the post-modern City

Tom Walker Simon Fraser University

This paper tells the story of a public/public recreation facility whose creation emerged from energies that were at different times quixotic, entrepreneurial, ambitious, naïve, accidental and determined. The result, the 30,000sq./ft. Millenium Sports Facility, officially opened on October 28, 2005, was built in a three-way partnership among a youth-oriented gymnastics club, an indoor bowls club of mostly seniors, and planning staff of the City of Vancouver. The success of the facility required a true synergy of community volunteers and dedicated professionals, each of whom, alone, could not accomplished what they did collectively. We use a postmodern lens as the best (and perhaps the only) way this project can be properly regarded. From this

perspective, the process exemplifies many of the elements that typify what is "post" about post-modernism, both positive and negative elements. Positive, in the vitality of an engaged community leadership; negatively in the emotional (and probably physical) toll that this engagement took in the lives of some of those leaders. The Millennium Sports Facility experience is not unique. All of the opportunities and difficulties, successes and failures experienced in this project are a normal part of contemporary, increasingly post-modern, amenity and facility planning in major urban centres in Canada and the U.S. The experience of this facility is noteworthy because the contrast between the participants is so sharp, that the relief from other public/public and 3P agreements is instructive. The story of the Millennium Sports Facility is important to planners and community advocates alike: if these organizations could make it happen, what opportunities lie around us that we should consider?

Vancouver: the Ethical City
    Nickola Selby Simon Fraser University
    Larry Berglund City of Vancouver

In January of 2003, the City of Vancouver's elected Council decided to introduce the concept of ethical purchasing to the city and its suppliers. It was felt that the city needed ethical purchasing standards which would address social issues related to the sourcing of goods and services. The catalyst for the advent of these standards was the 2010 Olympic Games, which were given to Vancouver on the basis of the 2010 Games being "the Sustainable Olympics". The Ethical Purchasing Policy (EPP) permits the City to ask suppliers for proof of compliance with international laws and standards around labour, health, safety, wages, and environmental laws. The paper will illustrate the evolution of Vancouver's EPP, by addressing the driving forces behind the City's move in developing this sustainable policy. The paper will consider whether the policy was conceptualized from the top-down or driven from the bottom-up. By uncovering whether the policy was driven by top-down forces such as, political agendas, political parties, the political will of the city's ruling Council, or a political champion. Or bottom-up forces like, an active citizenry, particular stakeholders, a highly mobilized bureaucratic elite, or a bureaucratic champion. The paper will attempt to uncover the driving forces behind urban sustainable policies, and will ascertain whether this policy is one which would be suitable for implementation in other urban jurisdictions, or is the policy one which is predicated on the forces which contribute to Vancouver as a 'place'. It is the estimation of the authors that it is a combination of all of these forces, but it is our aim to discern to what degree that these forces were applied. The paper will discuss the barriers and enablers for success for affecting global change through sustainable urban practices and policies.

Session 76. Issues of Structure and Agency in Chicago's Urban Development

Road to Revival: Downtown Redevelopment Policy of Chicago's Satellite Industrial Cities
    Costas Spirou National-Louis University

This work investigates how three satellite urban centers in the Chicago metropolitan area are attempting to redevelop themselves following the economic restructuring of the 60s and 70s. Like many other Midwestern cities, Joliet, Waukegan, and Aurora thrived for decades as manufacturing hubs, benefiting from the growth of Chicago while developing distinct economic niches. The recent industrial decline left their local economies ailing, causing high unemployment rates and significant physical deterioration. This paper focuses on the strategies

employed by these smaller cities as they attempt to revive themselves by focusing on the remaking of their downtown areas through policies of culture and tourism. In the process, these centers also aim to shed their past urban image and support the significant growth of surrounding exurbs.

Community Power Applied: Chicago's Engagement with 21st Century Globalization
   Larry Bennett DePaul University

This panel explores issues of structure and agency in Chicago's urban development. Like many American industrial centers along the East Coast and across the upper Midwest, Chicago experienced a painful period of deindustrialization and economic restructuring from the 1960s into the 1980s. During the 1990s, the City of Chicago experienced renewed residential and commercial investment, actually gaining population for the first time since the 1940-50 census period. Coincidentally, a group of advocates and local institutions began to promote cooperative regionalism as offering Chicago and its suburbs the best chance of prospering in the emergent global economy. This article examines the vision of Chicago's globalist/regionalists identifies the institutional players currently promoting this civic and public policy reorientation and analyzes the steps taken thus far in promoting Chicago as a global metropolitan region.

The Color of Inequality: Race and Neighborhood Inequality in the Chicago Metropolitan Region
   Juan Onesimo Sandoval Northwestern University

Two of the papers focus on the metropolitan area by addressing responses to structural shifts. The first identifies a new form of cooperative regionalism that is promoted by institutional players, aiming to advance and implement its unique orientation, while the second analyzes how a number of satellite, formerly industrial urban centers react to economic restructuring by attempting to revive their downtowns through policies of culture and tourism. Another paper examines neighborhood inequality in Chicago and suburbs, and while it outlines the spatial relationships between race and income, it also helps transition the panel onto two additional works that focus on the dynamics of agency. One of these papers center on the role and community influence of a historic civic institution which employs collaborative and community-based research activities while the other engages in an analysis that focuses on community conflict and cooperation as it relates to racial gentrification revealing the complex localized forces of urban change. In this paper, I explore neighborhood income inequality for the Chicago Metropolitan region 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 racial groups. My analysis shows that neighborhood income inequality has a strong correlation to the racial composition of the neighborhood. While income inequality in white neighborhoods has been going down, income inequality in black neighborhoods has been increasing. Moreover, racially integrated neighborhoods have a high degree of income inequality. Finally, my analysis shows that neighborhood income inequality is greater in central cities compared to suburbs for all racial groups.

Session 77. In Katrina's Wake: Recapturing History, Constructing a Future

Making it on Broken Pieces: An examination of the experiences of hurricane Katrina evacuees in Slidell, Louisiana

Jocelyn D. Taliaferro North Carolina State University

Monica T. Leach North Carolina State University

Cheryl Waites North Carolina State University

Jessica DeCuir-Gunby North Carolina State University

This multiphase project was designed to explore the quality of life for African American residents of Slidell, Louisiana post hurricane Katrina, specifically in regard to social services and family support. The study used both quantitative and qualitative methods. General demographic information (including gender, SES, age, etc) regarding the participants was collected. Then both individual and group interviews to better understand the participants' experiences were conducted. After collecting the quantitative data, SPSS will be used to engage in ANOVA and regression analyses. The qualitative data will be analyzed from the perspectives of critical race theory and grounded theory using thematic content analysis. Because Hurricane Katrina was a natural disaster that caused widespread loss for many individuals in the Gulf Coast area it is important to explore its impacts on multiple segments of the population. There have been many documentaries, articles, and books about the aftermath of the storm. However, many of these accounts focus on poor residents. The experiences of the middle income, African American victims of Hurricane Katrina have not been adequately explored. In addition, because of the focus on the more popular areas such as Biloxi, Mississippi and New Orleans, Louisiana, the experiences of victims in the smaller, more devastated areas, such as Slidell, Louisiana, have not been examined. This analysis helps explore the intersections of age, race, class, and gender in quality of life and social support mechanisms post disaster. The project is currently in the preliminary data analysis phase and funding for the second phase of the project is currently being sought.

Political Development in New Orleans

Matthew O. Thomas California State University, Chico

Peter F. Burns Loyola University, New Orleans

The historical political development of New Orleans provides a critical perspective for those interested in understanding the governance of the city at present. Multiple themes, including the role of geography, the importance of race, the experience with corruption, and the types of commerce and business, all contribute to the shape of New Orleans' politics. Our research demonstrates how these historical dimensions impacted the political development of the city. In particular, we focus on the current construction of New Orleans' political order, with an eye toward what that political order will mean for the reconstruction effort.

Rebuilding Lives Post Katrina: An Examination of the Choices and Challenges Facing Low Income Women In Public Housing

Richard L Cole University of Texas at Arlington

Lori Moon University of Texas at Arlington

Nadine Jarmon University of Texas at Arlington

Robert Whelan University of Texas at Arlington

Hurricane Katrina forced approximately 10,000 New Orleans public housing families, mainly headed by African American women, to evacuate and relocate to areas like Houston, Dallas, Atlanta, Memphis, Baton Rouge, and other cities throughout the south and the country. Although a tragedy of unparalleled proportions, the storm and evacuation it caused potentially provided opportunity and choice to at least some of the disrupted public housing families. Katrina, some suggest, provided these families the opportunity to select new neighborhoods

and new living conditions and thereby the possibility to escape the throes of concentrated poverty, crime, poor schools, and the host of other social ills that characterized their traditional public housing developments in New Orleans. In this sense, the storm may have been a catalyst for effecting what many public housing observers and critics have long advocated: the dispersal of low income families to neighborhoods offering greater housing opportunities, safety, educational, and employment choices. But have the evacuees actually found such benefits in their new neighborhoods? Do they want to remain where they are, are they better off than before, or do they wish to return to their old New Orleans neighborhoods? If they want to return to New Orleans, what assistance and incentives would they need in order to return? These are the questions pursued in this paper. Relying on a unique HUD-provided listing of the whereabouts of public housing New Orleans evacuees, we propose surveying a random sample of these families so as to assess these issues. The survey is designed to determine how these evacuees compare living conditions now to then, whether their living conditions and life chances have improved, whether they plan to return to New Orleans, what incentives they need to return, when they plan to return if they do plan to return, and so forth. Questions will be asked on the survey permitting analysis of responses to issues such as these by various social, economic, and demographic characteristics. We have at this point received the funding and assistance to complete this study. The survey design is completed and the names and addresses have been secured. We anticipate completing the survey this fall and expect no problems having the paper prepared for the April conference.

Session 78. Betting on Urban Communities: Investment vs. Disinvestment

Private Ownership of Public School Facilities: Transferring the Risk of Demographic Shifts and Functional Obsolescence

Dustin C. Read University of North Carolina-Charlotte

Construct-leaseback transactions provide an alternative for urban school districts unable to meet their infrastructure needs through traditional public finance methods. The technique relies on commercial real estate professionals to construct or renovate public school buildings, which are leased back to the school district for an extended period of time. Private ownership of school facilities remains relatively uncommon in the United States due to the public sector's ability to finance construction project through the issuance of tax-exempt debt. The proposed research will demonstrate that the private sector may be able to overcome this cost of capital disadvantage in some instances by accepting greater amounts of risk. Transferring ownership of facilities to the private sector can limit a school district's exposure to demographic shifts and functional obsolescence. Real option valuation methods will be used to quantify these risks by examining the impact of volatility in enrollment and school construction costs over time. The results will then be incorporated into a model comparing the financial feasibility of construct-leaseback transactions with more traditional public sector finance methods, such as general obligation bonds and lease-purchase financing. The results will provide guidance to public officials considering private ownership as a means of addressing inadequate public school facilities.

Understanding "Weak Market Cities"

Pamela M Blumenthal George Washington Institute of Public Policy
Jennifer Vey The Brookings Institution
Nancy Augustine George Washington Institute of Public Policy

Hal Wolman George Washington Institute of Public Policy
Kimberly Furdell George Washington Institute of Public Policy

In this paper, we report on a study we are conducting with the Brookings Institution on "weak market cities." We first identify a set of cities characterized by a high degree of economic distress, which we call weak market cities, and examine the relationship of these cities to their metropolitan area economies. We then examine how these weak market cities differ from other cities on a variety of characteristics, including size, region, demographics, and social and economic characteristics of residents. We next examine the extent to which weak market cities in 1990 moved out of that category by 2000 and also the extent to which non-weak market cities in 1990 became weak market cities over that time period. Finally, we employ regression analysis to explain the performance of 1990 weak market cities over the 1990-2000 time period.

Community Development Venture Capital: Past, Present and Future
Julia S. Rubin Rutgers University

Community development venture capital (CDVC) funds are financial intermediaries that raise capital from philanthropic and market sources and invest it in small businesses in the form of equity and near-equity (subordinated debt with equity features). They have a double-bottom-line objective of high-quality job creation for low-income individuals and financial returns for the funds' investors. The CDVC industry experienced significant growth since the mid-1990s, going from four funds with less than $100 million under management in 1994 to more than 80 funds with more than $800 million under management by 2004. With this growth has come a bifurcation between the newer and older funds. Most of the funds launched since 1998 resemble traditional venture capital in their legal structures and strategies. They have taken the legal form of limited liability corporations or limited partnerships versus the primarily nonprofit structures of the earliest funds. They also have been capitalized through equity investments from banks and financial institutions versus through foundation and government grants and loans. Finally, the newer funds have larger capitalization levels, deal sizes, and investment geographies than their predecessors. Since 2000, a range of political and economic factors have made the fund raising environment for CDVC increasingly challenging. While the industry is divided as to how to respond, most of the options being pursued by individual funds focus on the financial versus social aspects of the CDVC model. This paper analyzes the CDVC industry's ability to date to affect the economic development of specific geographies and the employment opportunities available to low-income individuals. The paper also examines the industry's future viability. The paper is based on an eight-year study of the industry that includes extensive case studies of member funds and an analysis of their investments through the end of 2005.

Neighborhood Abandonment: an exploration of impacts of housing demolition in Buffalo, New York
Beverly McLean University at Buffalo

This paper explores the neighborhood abandonment process in an older de-industrialized northeastern city. The empirical research comes from results of a case study of demolition in Buffalo, New York.   The experiences from the case study will be assessed in terms of the impacts of neighborhood demolition on property value on adjacent properties. Research Background: Proponents of housing demolition have argued that removal of older housing units will strengthen the urban housing 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 lots left behind after demolition. Aesthetically, vacant lots are eyesores, and are perceived as 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). The focus of the paper is on whether the demolition process has turned once deteriorated structures into neighborhood assets and to what extent has the current policy of demolition contributed to reversing neighborhood distress processes. There has been a proliferation of research on previously abandoned properties as a competitive asset for urban revitalization (Pagano & Bowman 2000). Pagano and Bowman (2000) argue that the reuse of abandoned properties is critical for economic survival of older U.S. cities. The challenge facing local policy makers is the lack of systematic analysis of the demolished properties have been turned into usable assets within their jurisdictions. Research Approach The empirical research comes from results of a case study of housing demolition in the City of Buffalo over a ten-year period.   Over 4000 structures were demolished in the City of Buffalo between 1994 and 2004. The City has just received over $500 000 to continue its demolition efforts. The experiences from the case study will be assessed in terms of the impacts of demolitions on surrounding property values, the current property reuse, and the impacts of the reuses on reversing neighborhood distress processes.

Economic Growth in Disadvantaged Communities: An Assessment of Underserved Markets and Neighborhood Characteristics
        Annette Steinacker Claremont Graduate University

In his 1995 Harvard Business Review article, Michael Porter argued that government programs had consistently failed to revitalize declining inner city neighborhoods, but these areas often had competitive advantages that made them excellent locations for private business investment. He advocated a movement away from government investment in declining cities and toward reliance on the private market to generate economic growth. Since that time, there have been few empirical assessments of whether private firms have made the investments he argued would occur. The limited studies done were on a handful of large cities, but no assessment has been done based on a large sample of cities. Nor has his argument been tested in declining suburban areas or inner cities in secondary metropolitan areas to determine whether it would generalize to other types of struggling communities. Porter also ignored the potential impact of the racial/ethnic composition of the neighborhoods in affecting their attractiveness to businesses, and especially the role of immigrant neighborhoods and business growth. This project will address both of those deficiencies. The cities studied include all places within every metropolitan statistical area (MSA) in the seven states with populations over 10 million in 1995: California, Florida, Texas, New York, Ohio, Illinois, and Pennsylvania. The result is 115 MSAs with populations ranging from 84,000 to 9 million. The sample includes substantial variation on immigrant population, diversity of race and ethnicity, as well as poverty and income levels. This paper will assess the extent of retail underservice in poverty areas as Porter defined them, the level of increase in retail following his article and during an extensive economic expansion, and the characteristics of the neighborhoods that experienced the greatest growth with particular attention to the impact of racial and ethnic composition as well as immigrant population in these areas.

Session 79. Post-Katrina New Orleans (2)

Climbing the Ladder of Participation in New Orleans

Lisa K. Bates University of Illinois Urbana-Champaign

Since Hurricane Katrina revealed the urban poverty of New Orleans to a broad audience, politicians, pundits, and planners have offered opinions about the future of the city. Several planning efforts have begun and withered away, some due to intense community opposition. Resident participation in these plans has been limited to what Arnstein called "informing," "consultation," and "placation"— residents have been subjected to one-way communication and top-down decision making (Arnstein 1969). The Unified New Orleans Plan (UNOP) process began in July 2006, assigning planning firms to neighborhoods for integration into a comprehensive plan. This paper provides a close examination of UNOP and one neighborhood planning firm to assess the level of community participation and control, and to describe practices that attempt to overcome barriers to participation. The analysis is based in the work of Arnstein, Innes, and Forester, who have provided typologies for evaluating community participation and power in the planning process. The ACORN Housing Corporation (AHC) is the designated planner for the Lower and Upper Ninth Wards. Its planning philosophy states that every resident has a right to return to his/her neighborhood and determine its future. AHC is a community development corporation that is part of the umbrella of ACORN (Association of Communities for Reform Now), a long-standing grassroots advocacy group with its headquarters in New Orleans. AHC faces serious barriers in improving resident control of the planning process. The typical obstacles to true participation, such as difficulty with technical information and analysis and having time to participate are compounded in neighborhoods of disadvantage (Innes and Booher 2004). AHC and ACORN must also contend with coordinating participation with a diaspora of residents across 40 states and with the "visioning fatigue" that has set in after several rounds of resident surveys. We examine the opportunities and challenges of combining planning with direct action organizing and assess the ways AHC alters the prescribed participation methods to improve resident control to determine whether AHC's methods can help residents up the ladder of participation to empowerment in neighborhood rebuilding.

The Role of Local Schools in the Well-Being of Katrina Relocated Youth
Edith J. Barrett The University of Texas at Arlington
Maria Martinez-Cosio The University of Texas at Arlington
Carrie Y. Ausbrooks The University of Texas at Arlington

In this paper, the authors examine the role schools played in assisting youth recovering from the catastrophic event of Hurricane Katrina. In perhaps the largest single migration since the Civil War, approximately half a million people left sections of Louisiana and Mississippi as a result of the hurricane. More than 3,700 students enrolled in schools in North Texas. While extensive research exists on the adjustment of refugee youth from foreign nations relocated as a result of wars or natural catastrophes, there are few scholarly studies on massive relocation of U.S. born youth and their families. This paper describes the interaction of school leadership structure, school initiatives to help Katrina evacuated students, and the resulting well-being of the teens. Middle- and high school students evacuated into the Dallas-Fort Worth metropolitan area completed a survey asking about their emotional and physical well-being their diet exercise and risk-taking behaviors as well as their attitudes toward their new school in comparison to the school they attended before being evacuated. Students were also asked what support services they had received through the school and through other agencies and how useful the assistance was for them. A sample of teachers in each of the schools completed a survey asking about the general school milieu and the schools' response to the evacuated students. Finally, principals and counselors were interviewed about their experiences in the process of integration. The

paper describes the interaction of the school and youth and offers suggestions as to why some students might have adjusted better than others.

Reviving New Orleans' Health Care System: Service Delivery, Economic Development and Downtown Revitalization

Marla K. Nelson University of New Orleans
Robert Habans University of New Orleans

Since the floodwaters of Katrina forced the sudden closure of New Orleans' hospitals and displaced care providers along with roughly half of the city's population, access to health care remains one of the most immediate issues in day-to-day life. Long-term efforts to rebuild the city's health care system essential in meeting the health care needs of residents and attracting people back to the city also stand to impact the city's economic development trajectory and downtown revitalization efforts. In post-Katrina economic development plans, local officials have identified bioscience as the most likely source of long-term economic diversification and sustainability. A strong health care sector is an important component to the development of biosciences as the industry relies on medical institutions that provide high quality education and conduct federally funded research (Cortright 2002; Walcott 2002). Meanwhile, major infrastructure investments by health care institutions, in particular the construction of an estimated $1.2 billion medical complex to be run jointly by LSU and the federal Department of Veterans Affairs, stand to transform the city's downtown. This paper examines the challenges and opportunities facing the coalition of institutions and organizations charged with rebuilding the city's healthcare infrastructure. Specifically, it focuses on the commonalities and tensions in the overlapping policy goals of restoring the city's health care capacity, encouraging the growth of a bioscience cluster and revitalizing the downtown. This paper relies on interviews with health care and economic development officials and archival materials. Walcott Susan M. 2002. Analyzing an Innovative Environment: San Diego as a Bioscience Beachhead. Economic Development Quarterly. 16(2): 99-114.Cortright Joseph. 2002. Signs of Life: The Growth of Biotechnology Centers in the U.S.. Published by The Brookings Institution Center on Urban and Metropolitan Policy (http://www.brookings.edu/es/urban/publications/biotech.htm).

A Unified New Orleans? Neighborhood organizations, factionalism and rebuilding after Katrina.

Ray S. Mikell University of New Orleans

In July 2006, New Orleans Mayor Ray Nagin announced plans for the undertaking of a planning process for rebuilding New Orleans. The process for the development of a Unified New Orleans Plan, as it was formally named, was of a sort required for the city to receive millions of dollars in federal aid needed in the wake of destruction left in the wake of Hurricane Katrina. The UNOP planning process would last though Jan. 2007. Many of the city's neighborhood organizations, however, had already independently developed extensive and detailed rebuilding plans. And whether they saw eye-to-eye, and whether area officials agreed that all particular areas were worth rebuilding, was entirely another question. Nonetheless, the city and area leaders were pressing ahead with the process, which would begin with a series of public meetings. Meanwhile, they looked to strike a balance between central planning and grassroots planning of the sort developed by the neighborhood organizations. Examining this process could help shed light on a number of political and policy science issues, including debates regarding neo-Toquevillian scholarship regarding civic culture and public participation (Putnam 1993 2000; Stone et. al. 2001). It also could provide a vital look into how class and race affect American policymaking at the local level, given that so many--although by no means all--of the areas most affected by flooding were majority black and lower-income. Whether the planning process can

succeed without taking in the entire metropolitan area to some degree, a matter that also involves class and race, may also have much to say in regarding to regional governance in America. To examine these issues, I propose conducting pre and post-planning surveys of neighborhood organization leaders and members who were involved in their planning process, as well as the city's. More specifically, I would like to gauge how these individuals believed that neighborhood organizations worked with one another, and further examine their attitudes toward and relationship with city and planning process leaders. Additionally, it should prove worthwhile to gauge member attitudes toward and level of engagement with the area private sector, and groups and officials in the larger metro area. Putnam R.D. (1993). Making democracy work: Civic traditions in modern Italy. Princeton New Jersey: Princeton University Press. Putnam R.D. (2000). Bowling alone: The collapse and revival of American community. New York: Touchstone. Stone, C.N., Henig, J. & and Jones, B. (2001). Building civic capacity: The politics of reforming urban schools. Lawrence Kansas: University Press of Kansas.

Session 80. Voting Dynamics in Urban and Metropolitan Politics

The Transition to Vote-by-Mail: Challenges and Opportunities in King County, WA

Matt A. Barreto University of Washington
Barry Pump University of Washington

In 2008 King County, Washington will become the largest metropolitan area to transition to an all vote-by-mail system. The switch to absentee or mail balloting in Seattle-metro is part of a trend in many Western states that already have high rates of vote-by-mail. To assess the impact of the transition, we implemented an exit poll of polling place voters in November 2006 to determine what concerns precinct voters might have about the switch in voting systems. While voting by mail is technically easier for voters, many voters are uninformed about the process and felt that the process might actually raise more barriers. We explore the results of the survey, broken down by key demographics, and also offer a statistical model for understanding why some voters have concerns over mail balloting. For example, some of the questions we explore on our exit poll include, "How confident are you that your ballot will be delivered safely to the County, if you vote by mail in the future?" and "How confident are you that the integrity of your vote will be maintained once received and processed by the County, if you vote by mail in the future?" and "Do you think you will be more likely, or less likely to vote in future elections, when all ballots must be cast by mail?"

Building a Political Machine in a Reform City: Mayoral Power in San Francisco

Corey Cook University of San Francisco
Francis Neely San Francisco State University

To what extent do reform city governments constrain mayoral power? To address one aspect of that question this paper assesses mayoral influence on citizens' vote choices for candidates and ballot measures. We examine the city-wide San Francisco election that occurred in the fall of 2005. Using extensive exit poll data collected for this express purpose we test the expectation that a coattail effect will function more for the mayor's endorsement of candidates than for the policies affected through ballot measures. We also examine the degree to which voters take cues accurately through those endorsements, expecting that the accurate translation of the mayor's preferences to vote choice will occur more on the candidate slate than among the ballot measures. We discuss the implications for voters, campaigners, and governance at the city level.

Revitalizing Urban Political Communities: Impact of Resident Migration on Voting Trends

Edward M. Proctor Logan Institute

This paper disputes the claim that urban revitalization activities weaken the voting strength of urban racial coalitions. In the case of Atlanta, opponents claim that revitalization initiatives are at the forefront of a negative trend that could result in the devolution of Atlanta's voting population from a majority African American to a majority white electorate. The opposition argues that government funded activities aimed at improving the quality of life have the unintended consequence of breaking up communities and setting the stage for the relocation of original citizens away from the old community while promoting the migration of new citizens with different political leanings into the new community. To investigate these claims I conducted a longitudinal analysis of voting trends in Atlanta mayoral races and the corresponding population trends during the same period for the communities under investigation; those communities having undergone revitalization (the treatment group) and those communities which have not (the control group). The preliminary findings presented indicate that the migration of residents in and out of revitalized communities does not have a significant impact on the corresponding political community. To inform the discussion I explored the idea that a political community whose shared interest in quality of life issues forms a stronger bond among its members than racial commonality. Political theory posits the notion that human beings enter into civil society and form political communities. In urban settings, a political community can be shaped by a common purpose, cause, or problem shared by the members of a political community. In some cases, political communities are formed around neighborhood interests and, in other cases, along ethnic or racial lines. A political community can expand beyond the central characteristics of its core membership and create even larger coalitions with other political communities when broader issues are at stake. Regardless of the core commonality defining a political community, however, the pursuit of a better quality of life is the fundamental motivation that engages political communities. Successful urban revitalization initiatives offer solutions to quality of life issues that impacted the original residents. The migration of increasing numbers of Asian and Hispanic citizens into revitalized areas, while still predominately occupied by African American residents, does not appear to be a factor in changing voting trends. Overall, residents and, likewise, as members of a political community, tend to be motivated more by the improvement of the quality of life in revitalized areas.

The New Metro Politics: Interpreting Recent Presidential Elections Using a County-Based Regional Typology

Thomas W. Sanchez Virginia Tech
Robert E. Lang Virginia Tech

A big story out of the 2004 national election was that voters in far-flung suburbs (or exurbs) helped reelect George W. Bush president. The idea that a particular metropolitan space can determine a presidency is not a new concept. For decades, Democrats swept inner cities by supporting policies and programs that appealed to urban dwellers. Charges have been leveled that Democrats so controlled big city machines that in places such as Chicago, that even deceased voters somehow manage turn out in close races. Conversely, it is assumed that the suburbs are Republican turf. This notion is reinforced by a few famously Republican suburbs such as Orange County, CA. The county has traditionally been such a GOP stronghold that it has even helped decide tight races in favor of Republican candidates in an otherwise traditionally moderate or even Democratic-leaning state. In the 1960s, liberals in Los Angeles even referred to the county as lying "beyond the Orange Curtin" as if it were an unreachable Soviet client state during the Cold War. But much has changed in recent years in both politics

and the state of the American metropolis. Many cities have lost so much population that even large Democratic margins there may fail to deliver a state's electoral votes. In 2004, Democrat John Kerry won all the big Ohio cities by impressive margins, yet these places are so depleted of voters that he lost the state—costing him the White House. Imagine such an outcome in 1964, or even 1984. Likewise, suburbs have changed. Many once reliably Republican suburbs such as Fairfax County, VA—home to the GOP's Washington establishment—for the first time in 40 years favored a Democrat presidential candidate. Fairfax continued this trend in 2005 by strongly supporting the Democrat Timothy Kaine for governor by a 60:40 margin. Even the stalwart Republican Orange County, CA is trending Democratic, or at least moderating its politics. In 1996, Congressman Robert Dornan lost his seat in the 47th district to Democratic challenger Loretta Sanchez, which also demonstrated the power of Orange's emerging minority vote. In 2005, Orange became a "majority minority" county, a signal that its Republican-leaning days may be numbered. This paper addresses how changing demographics and metropolitan form impact the nation's politics. The report begins by classifying all 417 counties in the biggest 50 US metropolitan areas based on where they lie in a metropolitan continuum from urban to exurban. The paper includes an analysis of presidential election data for 2000 and 2004 by these categories and ends with a discussion of what the "new metro politics" mean for the 2006 midterm and 2008 presidential elections.

The Political Implications of The Growth of Gated Communities
          Alan Walks University of Toronto

Perhaps no other urban form is more associated with neo-liberal times than gated communities. Gated communities have been characterized as producing the perfect neo-liberal citizens - sequestered and segregated from the rest of society, it is assumed their residents should be, or become, fearful of others, distrustful of government, and supportive of individualism and self-sufficiency as promoted by neo-liberal political parties. However, despite some surveys which have dealt with social attitudes 'behind the gates', the politics of gated community residents have yet to be explored. This paper fills this gap via analysis of both aggregate election results at the level of the polling station and survey data from a larger survey of metropolitan residents in Canada, including 200 gated community residents living in 12 different gated communities in four metropolitan regions. This data is analyzed in order to show whether gated community residents vote any differently, and whether they harbour attitudes that are different, from their non-gated counterparts. The implications of gating is then discussed, and the causal relationships between residing in a gated community and political attitudes are explored.

Session 81. Constructing Social Capital in Urban Communities

The Acquisition of Social Capital Assets Among Public Housing Residents
          Porsche VanBrocklin-Fischer Wayne State University

Within the last decade or so, there has been renewed interest in examining how social capital – the bonds of trust and reciprocity generated between people and their communities that facilitate their social mobility-- is accumulated and exchanged among the poor (e.g. Coleman, 1988; Lang & Hornburg, 1998; Portes, 1998; Falk, 2001; Pettit & McLanahan, 2001; Bankston and Zhou, 2002 ; Farr, 2003). Growing attention has been given to examining the conditions that facilitate the accumulation of social capital at both the community (i.e., ties among members of the community) and individual (i.e., connections between a particular individual and other

individuals and community organizations) levels (Portes, 1998; Pettit & McLanahan, 2001). According to Pettit and McLanahan (2001), most scholars are in agreement regarding the impact of community ties on the quality of neighborhood conditions. However, they note there is considerably less consensus about how social capital is generated or sustained at the individual level. Nonetheless, this has not prevented scholars from arguing for the enhancement of social capital as a crucial element in efforts aimed at improving the quality of life in low-income neighborhoods (see Lang and Horburg, 1998). In the present study, we address the following research questions: (1) To what extent are public housing residents able to amass and sustain social capital assets for themselves and their children? and (2) To what degree is the accumulation of social capital mediated by differences in personal attributes programmatic factors, or neighborhood conditions? Specifically, we hypothesize that self-perception (self-esteem, self-efficacy, and locus of control), type of housing program, and residential location significantly influence the acquisition of social capital assets among individuals and families living in public housing. Data for this study were drawn from 288 public housing residents participating in the Denver Housing Study, a longitudinal study tracking the ways in which participation in public-housing sponsored homeownership programs foster the acquisition of human, financial and social capital assets of adults and children living in low-income households. These data are augmented with qualitative analyses of focus group interviews with study participants. Public housing residents report, on average, moderate levels of social integration and collective efficacy within their neighborhoods. Further, they report moderate ties to social networks both in their neighborhoods and within the larger community. Significant differences in social capital were noted in terms of participant's self-perception and ethnicity, housing program they participated in, as well as neighborhood location. Social capital was higher among Latinos, those with higher levels of self-esteem, efficacy and internal locus of control. Respondents in dispersed housing were significantly more likely to report ties with others outside of their neighborhoods. Moreover, those living in disadvantaged neighborhoods were more likely to indicate a lack of collective efficacy and a dearth in neighbors sharing similar values. Conversely, respondents living in more affluent neighborhoods were more likely to report the presence of tie with neighbors who would keep an eye on their apartments as well as identifying the presence of positive role models for their children within the neighborhood. Multivariate analyses revealed that higher levels of self-esteem and longer tenures within public housing were associated with higher reported levels of social capital. Compared to residents in conventional and dispersed housing, Section 8 residents were more likely to report lower levels of social capital.

Social Capital in Plains and Northwest US Communities
Daniel J. Monti Boston University

Data collected from an eight-state survey sponsored by the Northwest Area Foundation are presented and discussed. Information on individuals' social connections, involvement in local affairs and trust in local institutions was acquired from over 1,900 individuals. There was remarkable consistency in the answers given by people, despite differences in their social class, education, gender, and length of residence. The findings are important precisely because differences among various kinds of persons were not discovered, leading the author to conclude that people have a great deal in common even when their objective life chances are different.

Making contact: networking strategies of immigrant male sex workers in Montreal
Matthew Gore Concordia University

As most formal and informal economy jobs in Montreal offer immigrants few opportunities to earn a living wage, a number of immigrants, particularly young males from Latin America, have

left traditional low-skilled employment in the manufacturing , agricultural, and commercial cleaning industries, and have decided to work in a city with a vibrant gay life and an established sex industry. Immigrants who work as dancers in strip clubs must satisfy the intimate and private fantasies of their customers by selling not only lap dances but also their own emotional labour to earn significant wages. Emotional labour involves performing feelings to elicit a desired response in customers using techniques such as strategic flirting and "false kindness". Despite this opportunity, however, the premium on youthful bodies limits how long immigrants can work as dancers. When considering career changes, immigrants can turn to their customers for reasons other than money, that is, to access their networks of social capital, which often include well-developed queer networks. Based on interviews with immigrants collected over 18 months in Montreal, this study examines the cases of three immigrant male dancers who have plugged into the social networks of their customers.

Mobility of a highly networked community - Hmong Americans in Milwaukee
Michael G. Barndt University of Wisconsin-Milwaukee

Hmong immigrants were scattered when first moved to the United States. Many left the first location and resettled in the upper Midwest. In Milwaukee, this group then consolidated their locations - many adopting a specific neighborhood in the mid 1990s. The community has successfully applied bootstrap self-help networks to improve their socio-economic status. Patterns can now be identified by tracing home ownership - using the names in property records. The community may now be poised to refocus on a newer neighborhood further from the central city. The success of neighborhood school and revitalization initiatives on Milwaukee's west side may in part be measured by whether the Hmong community decides upon more permanent roots.

Asian Immigrants Supporting the City: Social Capital Dynamics with Urban Policy Makers
Jo Anne Schneider George Washington University

Most migration literature focuses on immigrants as recipients of service from urban systems. However, middle class immigrants contribute to support systems for inner city residents as well as supporting members of their own community. Asian immigrants, particularly merchants located in inner city neighborhoods, have developed faith community outreach efforts, and non-profits to offer emergency services and youth enrichment programs for community residents. These organizations also offer information on business development and inter-cultural understanding for Asian immigrants. Using case studies from three faith based non-profits founded by Asian immigrants in Washington DC, this paper explores the links between these community initiatives and city or regional government systems. Research draws on findings from the Faith and Organizations Project, an ethnographic study of 11 faith based organizations and their constituent communities in Philadelphia and Washington DC metropolitan area, and interview case studies of immigrant non-profits conducted as part of Foley and Hoge's Religion and the New Immigrants study.   Earlier papers from this research documented the social support activities of immigrant communities and explored the role of civic engagement and social capital for these organizations. The proposed paper focuses on the ways that these organizations connect with city-wide revitalization efforts and governmental systems. Some social capital scholars presume that community based efforts like these generate connections among city residents and serve as the essential elements for vital cities. However, these initiatives only contribute to city-wide efforts if non-profits develop bridging and linking social capital with policy makers that enables government systems to capitalize on their activities. The proposed paper compares three organizations, two with strong links to city and regional

government and one with international ties among people from one country, but no ties to city government. Conclusions outline the policy implications of these case studies for urban planning and revitalization efforts.

Session 82. Immigrant Geographies: Places, Networks, and Community

Chinatown: Engaging Immigrant Communities in the Preservation of Historic Places
Daniel B. Abramson University of Washington

{This interdisciplinary panel will examine the relationship between place and identity for immigrant communities in heritage preservation, HOPE VI redevelopment and community organizing projects.} This presentation compares the experiences of planners and community organizers active in the preservation of historic Chinatown neighborhoods in Seattle, WA, USA, and Vancouver, BC, Canada. The entwined histories of immigrant groups that have comprised the Chinatown communities, and the changing geography of immigration in these two cities, pose special problems for the preservation and celebration of these historic neighborhoods. In particular, translocality – the simultaneous identification of individuals and communities with multiple sites sometimes at great distances – is a phenomenon inherent to modern society and it has changed the way all manner of heritage is defined and preserved over the past century; as translocality is a defining condition of immigrants in particular, it holds special significance for the way historically significant sites of immigration are celebrated or neglected. Against a background of census data on changing spatial patterns of immigration in the two cities, interviews with key stakeholders and the proceedings of two workshops that brought them together, reveal a variety of fresh approaches to multi- and inter-cultural planning and engagement. Among the challenges that these approaches address are how to mobilize support for the preservation of older inner-city immigrant neighborhoods in the face of the suburbanization of immigrant communities, and how to overcome persistent inter-ethnic conflict. In the process, the meaning of "Chinatown" – indeed, in the case of Seattle, its very name – is being contested and clarified.

The Intersection of Place, Cultural Identity and Social Ties Among Immigrant Residents of a HOPE VI Public Housing Site
Lynne C. Manzo University of Washington

This paper examines the lived experience of place among immigrant residents of a public housing site in the Pacific Northwest undergoing redevelopment through the HOPE VI program. Before redevelopment, this site was comprised of 569 extraordinarily diverse households. As many as 18 different languages were spoken by residents, although Vietnamese, Somali and Cambodian predominate along with English. Most residents are immigrants, many of whom are refugees from their home countries. In particular, this paper focuses on the intersection of place meaning and cultural identity with social support networks, as well as the interplay of local and translocal networks in the lives of immigrant residents. This research is based on census data, Housing Authority administrative records, a needs assessment survey of 512 households on site, as well as individual interviews and focus groups with a sample of residents. Data were collected as part of a formal evaluation of the HOPE VI redevelopment of this site for the local Housing Authority. Findings suggest that place meaning, social support, ethnicity, immigrant status, economic status, and the nature and role of public housing intersect in complex ways. While residents connected with others of similar cultural background, social ties with diverse

neighbors were also prominent in their daily lives. This multiplicity of social ties added a unique dimension to cultural identity and place meaning, and aided immigrant adaptation. Data also reveal how immigrants walk a tightrope between different worldviews and how this experience influenced their responses to redevelopment. This research suggests that a better understanding the socio-culturally based experiences of HOPE VI residents can shed new light on the social costs and benefits of public housing redevelopment programs that must be taken into account to better promote socially and politically equitable communities.

Re-Centering Latinos: Community Organizing and the Search for Cultural Citizenship in Tacoma

Monica C. DeHart University of Puget Sound

This paper examines the growing Latino immigrant population in Tacoma, Washington and the new forms of organizing that its members have pursued to carve out a place for themselves in this urban landscape. While Latino migrant populations are not new in Pierce County the increasing number of Latinos working and settling in the area, combined with a national context of anti-immigrant policies, has made Latinos here visible in a new way. This visibility is evident in both heightened racial profiling on the part of law enforcement and also increased media coverage. These largely negative forms of visibility have been challenged by growing organization efforts within the Latino community. I argue that both of these dynamics signal a re-mapping of Tacoma's ethnic and community politics. They also highlight the complex and changing conditions for urban citizenship faced by different immigrant communities in the Puget Sound area. Therefore, in this paper, I examine different forms of Latino community organization in and around Tacoma in order to explore how Latinos are attempting to redefine the terms of their visibility in this urban space and, thus, make claims for cultural citizenship.

Tacoma's Japanese Language School: Preserving Histories and Understanding Belonging in Pre-WWII Urban America

Lisa Hoffman University of Washington Tacoma

Based on oral histories with second-generation Japanese Americans who attended Tacoma's Japanese Language School, this paper explores links between the built environment, identity construction and national belonging in pre-WWII urban America. Started by first-generation immigrants in 1911 to teach their children about Japanese language and culture, the non-denominational school drew on all sectors of the community. The school, which had become an important site of social activities and interactions, closed in 1942 when authorities made the building the "Civilian Control Center" to register people for internment. After incarceration and subsequent release, most of Tacoma's Japanese community never returned to the city. The school building, which was purchased by the University of Washington Tacoma as part of its extended campus plan, decided a few years ago that the building could not be saved. This research project began with the explicit goal of preserving the memories and social histories surrounding the school and its place in the community – particularly in light of the building's demolition. This paper argues that this school, like other Japanese language schools on the west coast and in Hawaii, was a significant site of identity formation and citizenship negotiation. The school fostered a Japanese cultural identity in its students while also teaching them how to be "good citizens." As one former student expressed it, "The Tacoma Japanese Language School helped me to be a better Nisei and also to be a better citizen." Thus, this paper examines the relationship between place, identity, and the negotiation of belonging in urban America.

Active Recreation in Parks: Can Park Design and Facilities Promote Use and Physical Activity?
>   Lynn Weigand Portland State University

With the alarming number of Americans who are overweight and get less than 30 minutes of activity per day, finding ways to increase regular physical activity is critical. Current research is examining the link between the built environment and daily, moderate physical activity to improve public health. As communities become denser and individual lots become smaller, locally accessible parks will assume more importance as places to provide opportunities for physical activity. This study evaluated the design and function of neighborhood parks in three newer, mixed-use developments near Portland, Oregon to examine how the park design, location and facilities support active uses. Data was collected using interviews with relevant public agencies and park designers, field inventories of the parks and surrounding context, observations of park use, and intercept surveys of park users.   This paper will present the results of the research project, including the goals and intent for the parks; the design and facilities that support active uses within the parks and those that do not support active uses; the types, frequency and activity levels of park use; and overall activity within the parks. Conclusions will examine how the parks facilitate active recreation and provide direction to park planners on ways to plan and design parks to support active living to promote public health.

Metropolitan Design and Form: Does It Exist?
>   David C. Prosperi Florida Atlantic University

Principles of urban design are relatively well understood. But if recent researchers and observers, like Hill and Brennan (2005) and/or Lang et al (2006), are correct in noting that the "all in it together hypothesis" of metropolitan housing and labor markets is most appropriate, then understandings of urban design must be expanded to think about principles of metropolitan design and form. Relatively little is known about metropolitan scale design and form beyond the almost banal dichotomous descriptors such as "central city/suburb" or more recent abstract notions such as "polycentricity." The purpose of this paper is to report on a systematic review of the notion of metropolitan design and form including, but not limited to, institutions and/or organizations engaged in urban design studies at the regional level (e.g. Metropolitan Design Center at the University of Minnesota), north American and European formulations of spatial structure and planning and consideration of themes such as the warring centripetal/centrifugal forces, the role of economic clustering in creating multiple centers, the role of "starchitects" and iconic buildings as single needle acupuncture (ineffective), and the city-management paradigm that emphasizes process over product . Emphasis will be placed on design, economic, and political formulations, in the hope of arriving at a normative and empirically testable theory of metropolitan design and form. Where possible, examples will be drawn from the South Florida urban region and the Seattle urban region, both examples of "linear-skinny" regions. Hill E. and X. Brennan. 2005. America's Central Cities and the Location of Work. Journal of the American Planning Association 71:411-432.Lang R. 2003. Edgeless Cities: Exploring the Elusive Metropolis. Washington Brooking Institution Press. Metropolitan Design Center, University of Minnesota. http://www.designcenter.umn.edu/.

The Nashville Street Life Project: Using mixed methods and an interdisciplinary research team to assess urban public spaces
>   John W. Vick Peabody College, Vanderbilt University

Jill Robinson Peabody College, Vanderbilt University
Randy Morgan Nashville Metropolitan Planning Department
Douglas D. Perkins Peabody College, Vanderbilt University

Cities across the United States are experiencing revitalization of their urban cores. As this urban migration continues, downtowns are rapidly becoming a center of high-density residential and commercial growth. Along with this growth comes the need for viable public spaces to serve new residents, as well as downtown workers and visitors. Nashville is no exception to this trend. With hundreds of new downtown residents, and thousands more expected in the coming years, Nashville's urban parks and plazas will have new and greater demands placed on them as spaces for recreation, relaxation, and social interaction. In his progressive documentary The Social Life of Small Urban Spaces, William Whyte established the importance of observing and documenting public spaces to enrich our understanding of how they are used, and thus to inform their design. Following the principles outlined in Whyte's film, an interdisciplinary team of practitioners and scholars initiated the "Nashville Street Life Project." The project's aim is to assess public spaces in downtown Nashville, on both physical and social dimensions, to determine how those spaces are used and which features are necessary for them to be successful public spaces. This paper will examine research conducted in Church Street Park, the pilot location for this project, which is located in the central business district of downtown Nashville. We will discuss the methodology of the project, specifically the role of mixed methods in the assessment of the park. Methods included behavioral mapping, surveys, and pedestrian counts. The interdisciplinary research team included planners, architects, landscape architects, food vendors, graduate students, and downtown residents. In addition, undergraduate students from Vanderbilt University participated in the data collection, whose training and its implications will be reviewed as well. Urban space revitalization projects inevitably encounter complex social issues. In this project, the homeless population is an important consideration in the park's assessment. The paper discusses this highly political issue and how the transient population was considered as part of the process.

A Puget Sound Regional Design Strategy

Dennis M. Ryan University of Washington

The Puget Sound Urban Design Team is an informal group of volunteer urban design professionals and interested citizens who are working to assist the Puget Sound Regional Council by contributing a design framework- principles, concepts, polices and actions - to the region's long-range growth management, economic and transportation strategy for 2040 and beyond. Scoping the new regional plan began in late 2003 with a region-wide survey that identified issues to be studied and general directions to be pursued. Design emerged as an underlying dimension in many of the themes for the update. By summer 2006, the Puget Sound Urban Design Team was formed to bring design forward with the other policy areas in the update process. Using a series of public workshops with the region's design community, design principles, regional concepts and nascent design policies took shape. These were reviewed and sharpened through various internal and outreach efforts and ultimately incorporated into the draft of the new plan. Design came into this process of regional planning as an underlying theme and its incorporation throughout the plan is illustrative of the value and power of design in a regional plan. The paper addresses the Team's processes and the role and vocabulary of design in the context of this regional plan. The nature and values of the design components are explored from four perspectives, representing the key participants in the Team: regional policy board, regional professional planning staff, urban design practitioner/consultant, and urban design academic/researcher.

Session 84. Housing, Poverty,and Immigration

Supply and Demand for Affordable Housing in Small-Town Texas: Obstacles and Opportunities

Shannon S. Van Zandt Texas A&M University

Most housing policy analysts at the national level view affordability as the most pressing housing problem facing low- and moderate-income families today. Metropolitan housing markets that serve the bulk of the nation's population feature land prices inflated by regulatory barriers and high demand, particularly along the east and west coasts. Poor housing conditions are largely a thing of the past, according to metropolitan data. Yet rural areas defy these metropolitan trends. This study examines the obstacles and solutions to offering affordable housing in a rural housing market served by a regional affordable housing consortium. Using both quantitative secondary data and qualitative primary data from a case study of a seven-county region in southeast central Texas, the research finds that poor housing conditions, high vacancy rates and stagnant or declining home values plague large proportions of small-town populations. Local organizations struggle to offer a product that meets the needs of lower-income households. The cost of new construction often far exceeds the median values of area housing, yet funding requirements mandate that any rehabilitation of existing housing bring the home into compliance with building codes; consequently, renovation is often at least as expensive as new construction. The paper explores possible solutions, including the promotion of high-quality manufactured housing.

Assimilation or Stagnation? Immigrants and Neighborhoods of Concentrated Poverty

Paul A. Jargowsky University of Texas at Dallas

The conventional wisdom, based primarily on research on African-American ghettos, is that living in extremely poor neighborhoods leads to "concentration effects" that exacerbate the problems of poverty and limit economic opportunity (Wilson 1987). Newly arriving immigrants, particularly Mexican immigrants, often live for at least a time in very high-poverty barrios. Does living in high-poverty areas also have negative effects on immigrants, or – as is often suggested in the immigration literature – do these neighborhoods actually serve a bridging function, so that their benefits outweigh their costs? In particular, are the children of immigrants harmed by spending part or all of their childhoods in high-poverty barrio neighborhoods? This paper examines the role of concentration of poverty on the economic assimilation of Hispanic immigrants and particularly the children of these immigrants, i.e. the second generation. Preliminary analysis suggests that the progression most immigrants experience from higher to lower poverty neighborhoods is far weaker among Mexican immigrants. Moreover, the children of Mexican immigrants have worse economic outcomes as adults if they lived in a community with high levels of concentration of poverty. The paper uses data from a variety of sources, including 1990 U.S. Census Summary File 3, special tabulations from the 2000 U.S. Census, and 5 years of individual data from the March Current Population Survey (CPS). The primary dependent variables of interest are labor force participation, employment, and earnings among second generation Hispanics. This paper documents an important consequence of concentration of poverty, and suggests that high-poverty immigrant enclaves should not be considered benign, at least not if the effects on the second generation are taken into account.

Micro Credit for House Improvement in Low Income Communities

Cecilia H. Giusti Texas A&M University

According to the latest report from the US Department of Housing and Urban Development, in 2003 there were 5.18 million households identified as "worst case needs" in the United States. This refers to households of unassisted renters with income below 50% of area median income, those who pay more than half or their income for housing, or those who live in severely substandard housing (HUD 2006). Part of his latest group mentioned is found in Colonias along the US-Mexico border region. In Texas Colonias are defined as areas with substandard housing, inadequate plumbing and sewage disposal systems, and low-income residents. The purpose of this paper is to contribute with the discussion on how to address these "worse case needs" in the context of colonias. It presents an empirical study of the Nuestra Casa Revolving Fund Program (NCRFP) in Rio Grande City, Starr County, Texas, established in the year 2000. NCRP is a program that combines a revolving fund technique combined with a micro-credit approach making this approach unique. To date, NCRFP has made over 650 home improvement loans of $2,500 or less each to colonia residents totaling over $2 million. Much is said about the "high cost" of micro-lending, as the managing and administration costs of disbursement and collection of the loans is relatively high. However, a more sustainable approach to human development will posit that, in the long term, the objective should be to empower individuals rather than merely giving assistance to the needy. Is within this context that our sustainable analysis is framed. This paper aims at contributing to the discussion on affordable housing and sustainable financial techniques. A holistic approach of sustainability frames this study in order to assess how financially, socially and economic feasible are revolving fund programs in the context of very low-income communities as colonias in Texas. We used two main sources of data: first, we collected new information from a survey prepared for recipients and no-recipients of these loans who were actually doing home improvements; and second, we evaluated the NCRFP loan database in order to evaluate the financial feasibility of the program. A total of 173 surveys were successfully completed, tabulated and statically analyzed. Final results of this analysis should be completed by the end of this year. Our intention is to address the impact of these loans on both personal and community terms. From the personal perspective, home improvement means higher property value and better quality of live for the families living there. In terms of the community perspective, we evaluated the home improvements impact using these criterions: 1) it considers the capacity to create economic linkages because improvements need materials and these could be bought locally. 2) Some improvements need some labor that is locally hired. 3) Improvement result on the beautification of the neighborhood enhancement. 4) House improvements should also result on higher house values and therefore more taxes could be collected locally.

Session 85. Inclusionary and Fair Share Housing

New Jersey's Fair Share Housing Saga: 35 years

Dennis Keating Clevland State University

In 1971, the town of Mt. Laurel, New Jersey was sued because of its exclusionary zoning. In landmark decisions in 1975 and 1983, the New Jersey Supreme Court ruled this zoning illegal under the state constitution and declared that all municipalities must use their land use powers to provide for a fair share of a region's housing (with certain types of cities exempt). In the face of great controversy and resistance to the court's decision, the state legislature in 1985 created the Council on Affordable Housing (COAH) to determine fair share allocations, whose creation the court upheld. For two decades COAH has implemented the court's decisions. This included its approval of inclusionary zoning as one method of municipal compliance with its mandate and

COAH allocations. This paper will review the Mt. Laurel decisions, COAH policies and their impact in the attempt to obtain compliance with the supreme court's decisions. References: Haar, Charles M. 1996. Suburbs Under Siege: Race, Space and Audacious Judges. Princeton University Press. Kirp, David L., John P. Dwyer, and Larry A. Rosenthal. 1995. Our Town: Race, Housing, and the Soul of Suburbia. Rutgers University Press. Mallach, Alan. 2004 (March/April). "The Betrayal of Mt. Laurel" Shelterforce

Fair Share Redux? Meeting Regional Housing Needs in the Twin Cities, 2010-2020
Edward G. Goetz University of Minnesota

In January 2006, the Metropolitan Council of the Twin Cities announced a needs-based formula for determining affordable housing goals for the region. The formula approach replaces a system of negotiation that had been in place since 1995. This paper examines and assesses the new formula, and determines how the formula may redistribute affordable housing responsibilities across the region (i.e., who "wins" and who "loses" under the new system). Finally, the paper will report the findings from a survey of 34 suburban communities in the region, focusing on their reactions to the new affordable housing goals, and their likely policy responses. How do local officials regard the new affordable housing numbers and their obligations under the system? Are the goals feasible for their community? What are the main obstacles to meeting the goals set for them by the Met Council's formula? In short, what are the chances for success for this system of identifying regional affordable housing needs?

Inclusionary Zoning and Massachusetts Chapters 40B, R and S: A mixture of Carrots and Sticks for Developers and Towns
Rachel G. Bratt Tufts University

For nearly four decades Massachusetts has been among the most innovative states in terms of advocating (but not quite requiring) that cities and towns take responsibility for producing housing affordable to low income households. At the state level, a number of statutes were created with this objective. And, at the local level, several municipalities have adopted inclusionary zoning ordinances. This paper will examine how inclusionary zoning has been used in Boston and Cambridge and it will draw lessons from these experiences. In addition, it will provide background information on the three state statues of interest in this context: Chapters 40B, R and S. The presentation will be framed around how each of the state and local initiatives represent a mixture of carrots and sticks for developers and communities. Implications for other states and localities will be offered.

Inclusionary Housing in the U.S. and Europe: A Comparative Analysis
Nico Calavita San Diego State University

The drive for Inclusionary Housing (IH) in the U.S. began in the 1970s while some European countries started to work with IH in the 1990s, a sequence that is politically counterintuitive because we would expect more government regulation in Europe than in the U.S. This paper explains the late entry of IH in some European countries as resulting from an earlier commitment to social housing and the recent rise of privatism and a reduction in outlays for social housing production. As the private housing sector in Europe acquires new importance and affordability problems increase, localities and regions in Europe have turned to planning policies and measures that, as in the U.S., utilize the private market to produce affordable housing. This paper will outline the origins and status of IH in the U.S. and Europe.

Session 86. Urban Reform Initiatives in the North and South: the Political Dimension

Urban Policy in Developing Countries: How useful are the lessons from developed cities?

Mila Freire, Senior Advisor, Sustainable Development Network, The World Bank

Urban Planning is mostly at home in developed countries. Industrialized nations have the resources and capacity to analyze the structure of their cities and to seek solutions for their most pressing issues. The situation is dramatically different in developing cities. More than one billion people are expected to arrive in developing urban centers in the next twenty years. Very few of these centers are prepared for this expansion; most of them rarely use urban planning. Their limited resources will not be sufficient to provide infrastructure, promote social integration or take advantage of the economic opportunities associated with expanding markets. Could urban planning help? This paper will compare the urban planning priorities in developed and developing countries. It will pay particular attention to four issues: urban expansion, densification and social inclusion; the meaning of local economic growth; mobility and urban transport; and governance structures and finance. We will compare how these issues are treated in developed countries (e.g., USA and Europe) and whether the discipline needs to be adapted to the realities of the developing countries.

South African Local Government: The Limits of Institutional Reform

Robert Cameron University of Cape Town

South Africa made the transition from an authoritarian apartheid regime to a democratic society in the 1990s. One of the key areas of state transformation has been local government where apartheid segregation such as separate neighbourhoods and amenities was most acutely felt. This paper examines the performance of the post-apartheid local government looking broadly at two major themes. The first theme is that of democratisation of local government which includes key areas such as decentralisation structural reform and new executive systems. The second theme is that of service delivery where the concepts of development local government and integrated development plans are analysed. The paper argues that these reforms have been partially influenced by global trends but have also determined by the need to transform apartheid's legacy. It concludes that the new South African government has made substantial strides in transforming local government from its apartheid roots towards a more democratic system. However, the policy-makers were extremely ambitious and introduced a highly complex system in place in a very short time. While some progress has been made, the complexities of this new system have prevented the service delivery improvement from occurring at the pace that the government would have liked.

Cities at Risk: Implications for Governance

Patricia L. McCarney University of Toronto

Recent debates on crime in cities focus on the combined effects of polarization and exclusion as the major contributing factors to urban crime and violence, exacerbated by globalization and international migration to cities where communities have not put down firm roots in cities of destination. In addition, recent forms of international terrorism, natural disasters and climate change risks, and health pandemics, are all increasingly finding expression in cities. These phenomena serve to introduce new layers to our interpretation of urban crime, violence, and

security, and require new approaches to safety in cities. How do we address this multiple layering and new complexity? Urban crime and violence in cities erode the long-term chances for socially inclusive and economically vibrant cities. The frequency and persistence of urban violence can create a climate where crime becomes a normal part of daily existence. Crime becomes routinized and citizens begin to incorporate feelings of insecurity as part of the normal routines of everyday life. The persistence of crime and the decline of trust in cities have serious implications for governance. Local governments are increasingly regarded as losing control, thus eroding confidence in leadership and raising doubts on the ability to govern. Communities turn to alternative security measures including private companies, vigilante groups, and gated communities to protect themselves. These multiple forms and new manifestations of violence in cities direct us towards more integrated approaches that combine established policies that address urban governance, community policing, and restoring ownership over public space. However, in many countries, safety, security and justice are outside the purview of local authorities and are highly centralized. In addition, with national governments increasingly confronting new and emerging global agendas – pandemics, security, climate change and natural disasters – and because these agendas all place cities at risk, national governments, while negotiating global commitments, must also initiate dialogue and consensus at the city level to ensure that local authorities are part of the decision-making and implementation processes. The recent attacks on New York, Washington, Madrid, London, Nairobi and Bali, among other cities, have demonstrated how international terrorists are increasingly targeting cities. Urban insecurity is an emerging international issue having devastating financial, physical, and psychological impacts on people worldwide. In recent months, cities have also become sites of localized ethnic and religious conflicts and violent manifestations of exclusion. Paris is perhaps the most acute example. Although cities celebrate cultural and ethnic diversity, they are also sites for community unrest and violence when political interests collide, or when governance systems fail to promote inclusiveness and integration. Cities in India experienced tensions and violence in the 1990s, and other cities such as Los Angeles, Belfast, Sarajevo and Mogadishu have all suffered from similar forms of urban violence in recent years. Enhancing the role of local government as well as local communities and in particular the youth of these communities, is recognized as an important first step to improvements in many aspects of safety, security, justice and inclusiveness. A more inclusive governance system locally also needs strengthening within a reformed inter-governmental policy framework that situates cities at risk in the evolving global, national and sub-national security agendas.

Urban Regime-building as a Strategy of Intergovernmental Reform: Explaining Toronto's Role in Immigrant Settlement and Multiculturalism Policy
        Kristin Good Dalhousie University

Immigration policy is a joint federal-provincial responsibility in Canada. The federal government has established a normative framework to guide the immigrant integration process through its "multiculturalism policies". Nevertheless, managing immigrant integration is largely an urban question. As "creatures of provinces," Canada's municipal governments are highly institutionally constrained in their ability to respond to dramatic social change in their populations. Provincial governments have not mandated a municipal role in immigrant settlement and multiculturalism policy and do not provide municipal governments with additional resources to fulfill these responsibilities. In order to develop the capacity to manage dramatic social change, some Canadian municipalities have developed urban regimes with multiculturalism policy purposes. This paper explores the role of the intergovernmental context in urban regime dynamics surrounding multiculturalism policy development in Canada's largest city and most numerically significant immigrant receiving municipality – the City of Toronto. It argues that urban regime building is both a local capacity building strategy and also a strategy for changing the role of

municipal governments within federalism. In Toronto the province's decision to amalgamate Metro Toronto, to "disentangle" services and to "download" some of its fiscal burdens in the1990s, led local leaders to develop new governance arrangements – urban regimes - to pool public-private resources to address local challenges. Furthermore, local leaders in Toronto became convinced that pooling local resources was insufficient to achieving their policy goals and therefore developed national and regional coalitions to put pressure on upper levels of government to institutionalize new forms of intergovernmental pooling of resources. Essentially, Toronto's local urban regime coalition "spilled over" into the national and regional scales. The paper argues that the Toronto case has important implications for urban regime theory because it demonstrates the interdependence between capacity building across sectors and across levels of government. Furthermore, the Toronto case is an example of how local coalitions can effect change in the intergovernmental system as a whole.

Session 87. Is Regionalism a Path to Democracy?

Colloquy comments

> David L. Imbroscio University of Louisville

Following the rise of the new regionalist agenda as a purported solution for the problems plaguing many cities, a vigorous and lively debate has emerged in the urban literature about whether or not regionalist solutions will advance or impede democracy. On one side are those who believe the isolation of older central cities is highly problematic for the overall democratic health of the wider regime, and who see regionalism as the remedy to alleviate this isolation (and hence advance democracy). On the other side are those who believe regional solutions bring with them problems that tend to impede democracy, such as shifting the scale of governance and the changing of power relations. Others have staked out a variety of alternative positions on the central question about regionalism and democracy. In this colloquy, several empirically-mind urban political theorists attempt to address this question. A secondary theme for the panel will be equity – that is, whether regionalism is likely to bring about a significant reduction in the sharp economic and social inequalities evident in the U.S. and, to a lesser extent, elsewhere in North Atlantic democracies. Following the central theme of the colloquy, the concern for equity will be framed as an ancillary issue to that of democracy – that is, the discussion of equity will be considered significant because of the fact that some measure of equality among the citizenry is a necessary condition for the flourishing of a healthy democracy.

Colloquy comments

> Loren A. King Wilfrid Laurier University

Are stronger regional governance structures a path to strengthened and ultimately more responsive democracy, by holding powerful local actors to account and coordinating information and activities to reduce waste, enhance accountability, and promote fairness? Or do such bodies merely promise yet another layer of stultifying regulation and bureaucracy between ordinary citizens and those who wield power over them? There are powerful intuitions and suggestive anecdotes on either side of this debate, but is there any principled reason to favour one side over the other? What evidence would speak convincingly to either side of this debate? Or is this ultimately a moral dispute about justice and legitimacy? I suspect it is the latter, and I wonder if an examination of the dispute in terms of public reason might yield fruitful insights,

guiding us to a satisfying account of the moral relationships between cities, regions, and broader spheres of economic activity and political organization.

Democracy and the New Regionalism: A Cascadian Perspective
Warren Magnusson University of Victoria

The "new regionalism" begs many questions about state sovereignty, the re-scaling of politics, and democratization. My purpose here is to bring some of these questions into view, by using the putative region of "Cascadia" as an exemplar. The Portland-Seattle-Vancouver corridor is ostensibly the backbone of this region, but it is at best loosely articulated; moreover, it is split by an international border that has become less permeable as a result of American concerns about "homeland security". If Cascadia is a bio-region, it is so only in a loose sense. The same is true with respect to its status as a global city-region. So, what sort of regionalism is at issue when we think of a "new" regionalism for Cascadia – or, indeed, any other area – and what sort of politics is feasible within its bounds? In what respects would such a politics be "democratic". What mode of democratization would promote equity or social equality? In this presentation, I will be raising more questions than I can answer, but I want to suggest that regional perspectives are useful only in so far as they enable us to break down the reified categories that inhibit thinking about democratic possibilities.

Colloquy comments
Todd Swanstrom Saint Louis University

Historically, regionalism has usually been associated with top-down, technocratic styles of planning and decision making. Moreover, critics have charged that moving decision making to the regional level dilutes the power of central cities just as minorities have grasped political power. More recently, however, scholars and practitioners have argued that regionalism, by addressing spatial inequities and providing broader forums to address pressing issues, can actually enhance democracy rather than undermine it. This colloquy will debate the effect of regionalism on democracy. I will argue that regionalism, properly understood, can be a powerful antidote to the privatization and localization of governmental authority that has undermined democracy in the contemporary period.

Session 88. A Comparative and Historical Perspective on City Politics

From Political Ethos to the Diagnosis of the Metropolitan Order
Clarence N. Stone George Washington University
Robert K. Whelan University of New Orleans

{This panel provides both a comparative look at city politics, cross-nationally, and a look at how important concepts have developed in the study of city politics.}In the middle of the 20th century as the U.S. entered the post World War II building boom, urban scholars saw the nation's cities as in transition from an earlier time of ward-based ethnic politics to a new period of assimilation and suburbanization. Conceptually the dominant ideas were those of Edward Banfield and James Q. Wilson. They focused on what they saw as a shift in dominant civic culture from the private-regarding ethos of European immigrants to an ascendant public-regarding ethos of an educated and assimilated middle class. With terms like ethos and assimilation at center stage, a Parsonian version of sociology was a major influence. Robert Dahl's classic study of New

Haven, Who Governs? offered a kindred interpretation by depicting American cities as far along in a process of modernization. Who Governs?, in particular, provided an optimistic picture of city politics as open and inclusive, with power distributed benignly in what Dahl called "dispersed inequalities." The 1960s saw that optimistic analysis increasingly contradicted by outbreaks of civil disorder. Assumptions of assimilation and consensus proved hard to reconcile with the rising presence of movements challenging the established order on grounds of race, gender, and sexual orientation. As an analytical perspective, Parsonian sociology gave way to growing interest in identity politics and political economy. The tacit social determinism embedded in the idea of modernization yielded to a growing appreciation of historical contingency and the role of human agency. The closing years of the 20th century and the opening years of the 21st century have been marked by unsettling events and trends, ranging from immigration-driven changes in demography to the tragedy of the attacks on September 11, 2001. The welfare state is in transition. Suburban growth has eclipsed the once central place of city electorates. Gated communities and a public education system undergoing major stresses and strains are among the factors at work. With the urban setting undergoing such dramatic change, a new body of theoretical issues has begun to take shape. What is the next step beyond urban-regime analysis? How do we understand regionalism? What does incorporation mean in a period of substantial immigration? The aim of this paper is to assess the current state of urban theory, the increasing importance of issues of space and territory, and the implications of a multi-racial/multi-ethnic society configured across a metropolitan landscape. Personal note: This proposal is inspired in part by the fact that Clarence and Bob attended their first UAA meeting in New Orleans three decades ago in the spring of 1977.

New Perspectives on Urban Regimes
Julien van Ostaaijen Tilburg School of Politics and Public Administration

The concept of urban regimes made a quick rise in literature on urban politics from the end of the ninety-nineties. The urban regime takes a local perspective on answering the question how urban changes happen. Case study results showed that there was more to local politics than an economic deterministic view. The urban regime also tried to provide with an alternative to the stalemate of the community power debates by focusing on how local governing processes take place, not just on answering the question who governs. Ironically enough, the urban regime debate also seems close to a stalemate. A debate about the role of business and regime characteristics derives attention from the main strength of the concept: its focus on how around an urban agenda (semi-)autonomous actors unite and can 'get things done'. In the article, the author tries to summarize the academic urban regime discussion. To focus on a concept of urban regime applicable for Western-European 21st century cities, the author proposes to loose the forced focus on business participation. Business participation in Europe is first of all less relevant, but above all, the difficulty of coordination with business is not that exceptional anymore; coordination between strictly or semi-governmental actors is sometimes just as difficult. Apart from this, more attention to the role of citizens is needed. Except when united in a non-governmental movement, this is somewhat neglected in urban regime literature. The role of individual citizens in urban regimes is argued as threefold, agenda-setter, participant, and 'sleeping giant'.

Changing Preferences in Rotterdam
Pieter Tops Tilburg University

A political earthquake shook the Netherlands during the elections of March 6, 2002, and Rotterdam was clearly at the epicentre. Local and liveability parties won by a landslide in nearly all of the major cities. Almost everywhere, the People's Party for Freedom and Democracy

(VVD), Labour Part, (PvdA) Green Left (GroenLinks), and sometimes even the Socialist Party (SP) lost many seats. The Christian Democratic Union (CDA) was the only established party to survive. In Rotterdam, the political earthquake created a political avalanche. Liveable Rotterdam (LR), a local party driven by its organizer, Pim Fortuyn, shot like a comet from zero to seventeen seats, becoming the largest party in the Rotterdam municipal government. This was unprecedented. For the first time since World War II, the Labour Party was neither the largest nor the most powerful party in the Rotterdam city government. The elections proved a turning point in the governing of the city as well. The policy field of safety emerged out of the shadow to become the number one priority for city officials. The new mayor played an important role in the establishment of this new agenda. This focus on safety was accompanied with a governing style focusing on implementation, which should replace the status of policy making as the most important phase of the local policy cycle. The change in Rotterdam was no easy path. It required what is called 'mobilisation power'. If and how the new government in Rotterdam has achieved this shift and what can be learned from this, will be the subject of this paper.

Governing coalitions and urban planning. The case of harbour redevelopment in Swedish cities
Ingemar Elander Örebro University
Åsa von Sydow Royal Institute of Technology

In his classical study of New Haven Robert Dahl in 1961 asked: Who governs? Since then researchers have been struggling to provide an answer to that, and related, questions. As stated in current literature, however, it is obvious that in the fragmented, urban world of today, no single actor, neither private nor public, has the power required to solve societal problems on her own. As a result, the crucial question rather is how to get things done, that is, how to achieve a capacity to govern by building coalitions. This way of posing the question leads us into the literature on urban governance and, more specifically, urban regimes. Although urban regime analysis by now has experienced a number of empirical studies on non-American cases there is a common notion that this approach is too coloured by its US born context to be useful elsewhere, for example, as applied to European urban reality. It is argued that the European heritage of comparatively strong local government makes it unlikely that we would find stable public-private partnership led, growth orientated regimes described in so many studies of US urban politics. However, the fact that analyses driven by urban regime theory give different findings in different contexts rather demonstrates the analytical power of the approach. Elander & Strömberg (2001) have conducted one of the few regime analyses done in the Swedish context. Studying local politics, especially housing policy, during the 20th century they conclude that many Swedish towns and cities had coherent and long-lived urban welfare regimes between 1950-1980. During the 1990s, local welfare regimes were gradually replaced by fragmented politics, not seldom with a tendency towards dominance of local business coalitions. These are fast and informally working coalitions, including strategic interests within local politics and business working together in order to make their city more competitive. However, other kinds of coalitions are also visible, e.g. coalitions giving priority to ecological sustainability, or social inclusion. The relationship between the different coalitions include dimensions of conflict as well as compromise, although the growth coalitions often seem to be closer to hegemony than the others. The aim of this paper is to use an urban regime inspired approach for analysing the spectacular redevelopment of harbour areas, a world-wide phenomenon that has also become a common feature of urban development in Sweden. The article is organised into four sections. Following the introduction is a section where a synthesis of the urban governance and the urban regime approach is taken as a conceptual point of departure for constructing an operational guideline to empirical analysis. In the third section we compare harbour redevelopment in four Swedish cities focusing upon the composition and power aspects of the

governing coalitions in each case. In conclusion we summarize the similarities and differences between our four cases, and relate these finding to our conceptual point of departure, finally returning to the question whether urban regime theory has anything to contribute in a Swedish context.

Session 89. The Financialization of Urban Policy

Financialization and Inner City Investment

Philip Ashton University of Illinois at Chicago

This session explores how changes in financial markets over the last three decades have altered the context and established new directions for urban policy/politics.}The changing landscape of capital markets and retail finance over the past three decades has provided the context for the creeping financialization of urban policy – that is, new policy approaches that use financial innovations to connect urban neighborhoods systematically to mainstream financial markets in order to increase the pace of investment and spur asset creation by low-income and minority households. This market-based revitalization approach works by transforming the "'huge problem'" of urban disinvestment "into a number of specific types of credit and types of housing and then applying targeted new solutions and new financial products to each" (Cuomo 1995). It also seeks "...to identify and develop the levers that attract investment so that communities will no longer need to rely on pressuring financial institutions via the Community Reinvestment Act and other regulations to make investments" (Carr 1999: 23). This paper examines these new directions in urban policy, comparing them with earlier policy strategies and examining the conditions necessary for a financialized urban policy to be effective. The paper addresses two questions. First, does financialization represent a radical break within U.S. urban policy? Second, what assumptions or structural conditions have made the financialization of urban policy possible? The paper proceeds through comparative and historical research on urban policy and in-depth analysis of selected programs. It concludes by identifying contradictions inherent in the logic of financialization. While financialization may dramatically increase capital for community economic development, it also draws the social welfare of households and neighborhoods more tightly into the competitive logic of capital markets.

Capital and the City: Federal Monetary Policy, Financial Regulation and Urban Governance

Kathe Newman Rutgers, The State University of New Jersey

Capital is often seen as a partner in urban governance but it usually seen in the form of local businesses or real estate investment that is directly tied to property/land. Since the 1970s and more recently the role of capital has become less tied to place. Its effect is less a result of on the ground actors who negotiate as members of urban coalitions and more as groundless/flexible investment capital and the national laws and regulations that shape capital investment. I argue that the role of capital and national regulation greatly exceeds that of the traditional roles assigned by growth machine and urban regime conceptualizations. Investment capital and national regulations are largely silent regime actors but I argue they are one of the foremost factors shaping urban redevelopment and urban governance in the post fordist period. In this paper, I explore capital investment and national regulation of 1) city bond rating 2) home mortgage finance and mortgage backed securities and 3) predatory lending in the context of New York City.

The City as Venture Capitalist: Value Spreads, Junk Bonds and Tax Increment Financing
Rachel Weber University of Illinois at Chicago

Like venture capitalists cities involve themselves in risky deals (most involving real estate) and want to get in on the ground floor to maximize potential upside returns. Nowhere is the local state's speculative role more apparent than in the increasing use of Tax Increment Financing (TIF). TIF allows municipalities to borrow against a potential stream of future property tax revenues in order to pay for the present cost of development incentives. In other words, anticipated revenues from a specific redevelopment project are committed before they materialize. The risks inherent in such an arrangement can be expensive for municipalities, who wager their bond ratings and fiscal health on future property value and tax increases. Municipalities receive lower ratings for TIF issuances, are often denied insurance, and are charged higher spreads by underwriting shops.   This paper examines the strategies by which municipalities reduce the downside risks of their own speculative activity by looking at specific TIF deals in the city of Chicago. Minimizing exposure can involve traditional strategies such as accessing bond insurance, secondary pledges, and refinancing. But converting risk into reward also requires less technical strategies, particularly those that widen the value differential between property in its undeveloped and developed states. Capturing the upside risk depends on the municipality's ability to devalue property targeted for redevelopment within TIF districts. How do cities participate in the devaluation process, particularly when a separate government agency is responsible for property assessment? They may construct particular properties or land uses as "obsolete," use eminent domain to initially take property out of the private market, or restrict TIF districts to growth zones where property values are generally rising but are impeded in one particular section.

Measurement and Mobilization: Mapping the Institutional and Legal Spaces of Predatory Mortgage Capital
Elvin K. Wyly University of British Columbia
Tyler Pearce University of British Columbia
Markus Moos University of British Columbia
Holly Foxcroft University of British Columbia

In 2005, New York Attorney General Eliot Spitzer took an interest in the severe racial disparities in high-cost mortgage lending that was apparent from the public Home Mortgage Disclosure Act (HMDA) records of four large national banks: Citigroup, Wells Fargo, JPMorgan Chase, and HSBC. Spitzer's office asked each of the banks to provide exactly the kind of internal data (including credit scores) that banks routinely cite to defend themselves against allegations of discrimination. The banks refused and went to court. The federal government sided with the banks to sue Spitzer, who eventually lost due in part to unique state-level jurisdictional issues. This incident is only the most recent and vivid reminder that while Washington remains hostile to many progressive causes, there are limited yet important progressive possibilities for alliances and action at the state and local levels. Regulatory and legal spaces continue to evolve in diverse ways at different political and institutional scales. Anyone involved in the community reinvestment movement, therefore, confronts an intricate geography of predatory practices, corporate structures, legislative arenas, and regulatory frameworks. In this paper, we undertake a strategic mapping of this geography. We seek to map the severity and racialization of predatory mortgage capital, to measure the links between predatory market outcomes and lending industry structure, and to correlate predatory penetration with existing legislative regulatory frameworks. We use the simple descriptive techniques of multivariate numerical taxonomy to classify different parts of the evolving urban system of predatory capital, using

2004 HMDA data augmented with qualitative information on legislative and regulatory developments.

Session 90. Identity and "Otherness" in Urban Contexts

Places and Stages: Walking and Narrating the City in Milan, Italy
      Cristina Moretti Simon Fraser University

During my ethnographic fieldwork in Milan, Italy, I asked people of different ages, classes, races, and nationality status to guide me through "their" city. This paper follows one of these walks, the itinerary by a Senegalese immigrant, community educator, and theater writer. His walking tour interweaves urban landscapes, real and imagined life stories, and an ambivalent sense of belonging and exclusion to the city. The aspect of this itinerary that interests me most, moreover, is its starkly theatrical character. How does my guide's walking performance disrupt hegemonic links between Italian culture, language, and identity? And how does the use of the street as a theatre illuminate different and contested ideas and uses of public space in Milan?

Resignation or Re-signification of Urban Space? Women and Veiling
      Kerstin W. Shands Södertörn University College

In recent years, Sweden has been marked by urban transformation, one striking change being the immigration of Moslems. While Sweden is sometimes referred to as "Eurabia , polls in 2006 showed that a large number of Swedes held negative views of immigrants from Moslem countries and that veiling, in particular, provoked heated debates. Exploring urban landscapes from the point of view of gender, feminist researchers have studied how urban spaces change over time in terms of women's mobility and access to power. This paper proposes to investigate how migrant women from Moslem communities experience life in European cities and how are they seen by non-Moslem women. From a multidisciplinary conceptual framework, the project will investigate veiling as a socio-spatial practice, asking questions such as: Does veiling represent a restriction or a re-signification of urban space? From corporeal and communicative points of view, what advantages (recognition, safety, belonging, mobility, flexibility etc) does veiling bring, and what are the perceived problems or disadvantages (sense of marginalization, exclusion)? Have Moslem women in Europe created a radical in-between space of regeneration? If Western women sometimes experience veiling as an act of aggression against the emancipation they have fought for for centuries or as a refusal on the part of Moslem women to wholly assimilate themselves, how does that influence the dialogue between Moslem and non-Moslem women? Is the veiled woman in the West seen as a socially and culturally impoverished figure upon whose derogation a majority culture can be (re)-built, her agency and mobility discursively and symbolically annulled so that western women, although contested figureheads of western modernity and perpetual progress, can be elevated and ideas of western supremacy can regain ascendency?

The Uncounted Minority: Migration Patterns of the Gay, Lesbian, Bisexual and Transgender Population
      Anna R. Ball California State University, Chico

Based on Richard Florida's book, The Rise of the Cultural Class, it can be inferred that an increasingly prevalent ally to the LGBT population is Corporate America. Not only do LGBT communities attract the creative and innovative individuals that companies are seeking to

employ, but LGBT individuals have a significant buying power that has not gone unnoticed by Corporate America.

Session 91. Urban Housing Market Patterns and Perspectives

Toronto's Rental Housing Sector: A Model of Success, or a Classic Case of Market Failure?

David Hulchanski University of Toronto

Half of the City of Toronto's one million households depend on the rental sector for their housing. The City's rental stock consists of 55% purpose-built private sector apartments, 20% social housing, 5% condominium units for rent, and the remaining 20% are non-conventional rentals (individual houses and duplexes for rent and secondary apartments in houses). Very few new private sector apartment buildings have been built over the past twenty-five years and the supply of new social housing ended in the mid-1990s. Gentrification and regulations have decreased the low-cost rental stock. Until recently, vacancy rates hovered at 1% for three decades. There is constant pressure on the City to approval the condominium conversion of rental buildings yet 70,000 households are on the official social housing waiting list and 4,500 people use homeless shelters every evening. This paper examines the supply of and the demand for rental housing over the past four decades in Canada's largest city (2.5 million), and asks whether Toronto has a balanced rental market justifying minimum intervention or whether it is a classic case of market failure. While the public debate over rental housing policies is fuelled by snippets of carefully selected facts serving particular interests, this paper presents a systematic set of evidence that points to market failure. Supply and demand in the rental housing market has not been in equilibrium since the early 1970s and public policy – the end of the social housing supply programs and the end of effective rent controls in 1997 – has exacerbated the situation for households unable to afford what the market has to offer.

Growing Pains: Discourse on Affordable Housing in the Boise, ID Metropolitan Area

Leslie E. Martin Boise State University

Boise, ID is part of the rapidly growing Treasure Valley metropolitan area. The population, median household income, and education levels of residents in the area have been increasing markedly since 1990. As we have seen in other sunbelt cities over the past several decades, this increased economic revitalization of the area is accompanied by downsides for those in need of affordable housing. In the Treasure Valley, these issues have been placed in the public spotlight in the past several years by debate over three issues: infill development within the City of Boise, property tax increases throughout the Valley and the state, and the redevelopment of mobile home parks on valuable land. In this paper, I analyze newspaper coverage of these three issues to determine how these problems – which could all be used to express a coherent concern about affordable housing – are instead framed as isolated problems affecting disparate portions of the Treasure Valley community.

Analysis of Housing Burden for U.S. Metropolitan Counties

Timothy F. Kobie Cleveland State University
Sugie Lee Cleveland State University

Housing burden has gained increasing attention in recent years, especially as the problem begins to spill over into suburban areas, not only affecting low-income households, but middle-income households as well. Various localities at several levels of government have attempted to create more affordable housing options for their residents through different programs with mixed results. Data from the 2000 Census and 2003 American Community Survey show that housing burden is increasing across all income categories while it still affects low-income households the most. That same date also corroborates prior studies that have found minorities, families with children, and other at-risk groups to face greater affordability problems. This study utilizes data from 1990 and 2000 Census for all counties in a metropolitan area in 2000 to analyze housing burden. Theory suggests and anecdotal evidence shows that if growth in house prices and rents outpaces gains in household income, affordability problems will be present. Studies have also noted that in high growth economy areas, affordability problems persist. By identifying the relationship between housing markets, job markets, and housing burden, better policies can be formulated and implemented to combat housing burden.

Constraints and Incentives Affecting Workforce Housing in Kansas City

Abigail M. York University of Missouri-Kansas City
Brennan Crawford University of Missouri-Kansas City

Affordable housing provision is a concern throughout the country. In many inner and outer ring suburbs there has been considerable change in the demographics, as well as resistance to these changes. Affordable housing is often multi-family or higher density housing, which encounters resistance from neighbors during the plan approval process. Previous literature has demonstrated that a substantial portion of affordable housing becomes unaffordable over time, converts to owner occupancy, or is demolished or converted to other uses, in comparison a far smaller portion of unaffordable housing becomes affordable (Somerville and Holmes, 2001). The affordable housing stock decrease can create substantial problems for communities due to increases in homelessness. These decreases in household stability can result in debilitating community social problems. The purpose of this study is to evaluate the constraints and incentives affecting approval and construction of multi-family housing within a suburban region of the Kansas City. This region includes several municipal and county governments that control housing starts. Preliminary interviews with city officials and community leaders in the north Kansas City area of Platte and Clay Counties, commonly referred to as the Northlands, has demonstrated a mix of viewpoints on whether there is enough affordable housing, whether provision of affordable housing should be a priority and who is to blame for the lack of housing. Within these conversations, the topic of higher density, multi-family, or other alternative forms of housing has repeatedly been discussed. Most community leaders agree that higher density, multi-family housing is part of the solution to the undersupply of affordable housing in the region. The purposes of this study are to uncover political resistance or support and policy constraints or incentives for provision of affordable, multi-family housing.

Social Housing Needs, Policy and Strategies: Lessons from Two Montréal Boroughs

Winnie Frohn University of Québec in Montréal

Two research projects on social housing were the result of questioning by citizens' groups in Montréal. They were asking, "What are the social housing needs in our borough? How are the new developments in our borough going to affect our chances of getting social housing? How can we convince municipal councilors and civil servants that we need social housing?" Using census data and interviews with key stakeholders as well as observations on the terrain, the projects lead to a better understanding of what sort of research and what types of programs are needed to develop social housing. The analysis takes into account the strategies of citizens'

groups as stakeholders (Sousa and Quarter, 2004), the dynamics of urban housing policy (Basolo, 2000) and the issues of social mix (Rose, 2004). One borough, Ville Marie, covers the downtown area of Montréal and a nearby neighborhood. There is a great deal of variety in terms of physical, ethnic and functional aspects: a throughway runs partly underground and there are the usual central city functions: office buildings, a conference centre and commercial activities. The borough also includes China town and a heritage area by the Saint-Lawrence River. There are homeless people, public housing, cooperatives and private non-profit housing. Gentrification has begun and is greatly feared by the citizen groups, who are also worried about the many construction projects. The other borough, Ahuntsic/Bordeaux-Cartierville, mostly residential, is still on the Montréal Island, but to the north, along the River des Prairies. The industrial area in the borough is on the decline. A throughway underlines the borough's southern limit. One problem, according to the Housing Committee, is that the borough is not seen as having a poor population. The fairly recent committee argues that the aging population and the large immigrant families need social housing.

Session 92 . Challenges to Social Cohesion in Urban Places

Tbilisi, Georgia: migration, identities, and their theories
> Kristof a Van Assche Minnesota State Universities, St Cloud State
> Martijn Duineveld Wageningen University

Tbilisi was the unofficial capital of the Caucasus for a long time. Nowadays, it is the capital of Georgia, recovering from the chaos before and after independence. Tbilisi is transforming into a symbol for the new Georgia, highlighting its Georgian past and Georgian future. As in many other cases, the 'transition' was and is a difficult one, and implies difficult choices and unpredictable outcomes. Historically, Tbilisi was a very multicultural city, given its position on the Silk Road, given its function as a centre for a multi- ethnic area. Special case were the Armenians in Tbilisi: since the eleventh century, they did not have a homeland; Tbilisi became their focus as well. In the early 19th century, Georgia and Armenia became parts of the Russian empire, a century later of the Soviet empire, and since 1991, both are independent republics. Most Armenians left Tbilisi, Georgians left Armenia, Azeri's left Armenia, some left Georgia, etc. The un-mixing of ethnicities that took often place after the fall of the Soviet Union was particularly intense here. Tbilisi had become very multicultural in the course of the 19th and 20th centuries, and something emerged what modern Georgian scholars call 'Tbilisi culture'. Tbilisi culture is seen as a mixture of heterogeneous elements, yet well- blended. Nowadays, in their theory, the Tbilisi culture is eroding, because of out- and in- migration, being replaced by a more rural culture brought in by recent arrivals. We would like to try an assessment of this fruitful hypothesis, and slightly modify it: we will argue that urbanity, seen as an essential feature of the old Tbilisi culture, does not necessarily entail a different conception of citizenship, a different attitude towards rules, a better use of public and private space. At the same time, we do want to keep the hypothesis intact, in the sense that it bewails the loss of a historic cultural complexity. This allows for a sense of complexity, ambiguity, and tolerance.

The influence of citizen participation and social cohesion on the perceived quality of life in Dutch early-post-WWII areas
> Erik Van Marissing Urban and Regional Research Centre Utrecht, Utrecht University,
> The Netherlands

Ronald Van Kempen Urban and Regional Research Centre Utrecht, Utrecht University, The Netherlands
Gideon Bolt Urban and Regional Research Centre Utrecht, Utrecht University, The Netherlands

Many early-post-WWII areas in the Netherlands and other Western European cities are facing problems with declining levels of social cohesion. Social control, for example, is declining and deviant norms and values are developing. At the same time, resident participation in both formal and informal structures is diminishing. Both developments are believed to have a negative influence on the quality of life in deprived neighborhoods. Evidence from a recent survey among 900 households in three early-post-WWII neighborhoods suggests that a lot of residents still feel attached to their neighborhood and care about what is going on there. In contrast, only a few citizens undertake effort to gain information about restructuring processes in the neighborhood, let alone to participate in those processes. Two hypotheses will be discussed in this paper. First the hypothesis is tested that some aspects of cohesion are more important for the resident's perception of the quality of life than others. Mutual tolerance may for example be evaluated more important than shared norms and values. Second, the hypothesis is tested that there is a difference between finding things important and acting on that. The impression is given that having the opportunity to participate in restructuring processes in the neighborhood is far more important for residents than their actual participatory behavior. The same holds for information about restructuring processes that is provided in local newspapers, local television channels and tenant magazines: access to information seems to have more influence on the perceived quality of life than what residents actually do with that information. The implications of the findings about social cohesion and participation for the restructuring policies that are carried out in early-post-WWII neighborhoods, will be elaborated in the final part of this paper.

Democratic practices, the negotiation of inter-ethnic dialogue and the making of public spaces
Ronan Paddison University of Glasgow

In Britain, the appeal for greater toleration towards ethnic minorities and the celebration of diversity in the city unfolds against national policies aspiring towards the creation of a multicultural society. Inter-scalar relations define as well as constrain the mantra of social cohesion; what is expressed aspirationally as part of the national imagination must be negotiated through everyday social practices within local spaces, the city, and more particularly its neighbourhoods. At the local scale, public space becomes a key site for inter-ethnic contact, and for conflict as well as social cohesion. Based on examples from Glasgow, and following Amin, it is argued that the making of democratic public spaces at the neighbourhood scale and the avoidance of conflict is related to the modes of governance through which dialogue is negotiated. Yet, such an argument overlooks the diversity of different types of neighbourhood public space and the influence of the wider ((inter-)national) contexts against which local inter-ethnic relations unfold.

Session 93. Assessing Local Democracy: Survey-Based Studies

Evaluating Support for Municipal Government Term Limits: Where is the Love?
Douglas M. Ihrke University of Wisconsin-Milwaukee
Nathan Grasse University of Wisconsin-Milwaukee

The late 1980s and early 1990s were a period of intense interest by the public in limiting the terms of elected officials at the state level, and by scholars as to the effects of these imposed limits. Term limits were a very real part of the political climate for elected officials throughout this period as sixteen states adopted term limits for state legislators and governors, and 20 more states adopted term limits for governors only. Scholars picked up on this trend as indicated by the explosion in the number of journal articles and books published on the topic. Term limits also received attention at the federal level. Several states enacted term limits on federal legislators, only to have their efforts thwarted by the US Supreme Court in a 5-4 vote in May 1995 in US Term Limits v. Thornton. Local governments, however, have not received this same kind of attention regarding term limits even though some local governments have had term limits for many years. One reason for this is that local governments, as a percentage of the total number of units, have implemented term limits at a slower rate than the states. But local governments have had term limits longer than most states, with some dating back to the 19th Century. The lack of attention to term limits at this level of government is even more startling when one considers that over 58 million Americans live in localities with limits of various sorts, and more than 17,000 politicians serve in 2,890 term limited cities, counties and towns. The purpose of this research is to examine the attitudes and beliefs of city council members toward term limits and their perceived impact in Michigan cities, therefore filling a major void in this literature.

Electronic democracy at the American Grassroots: Results of a nationwide survey
     Donald F. Norris University of Maryland Baltimore County

A considerable amount of hype and speculation exists around the subject of electronic or e-government. Part of this hype, found in part in the principal normative models of e-government, claims that the final stage in the evolution of e-government will produce something known as e-democracy. At this stage of e-government, citizens will employ electronic channels to interact with government and this, in turn, will produce considerably higher levels of citizen participation, greatly increased citizen trust in government and a profound transformation in the relationship between citizens and their governments. In this paper, I undertake an early test of whether such claims about the evolution of e-government into e-democracy and the impacts of e-democracy are accurate. The paper report findings from a nationwide survey of local governments in the US regarding the extent to which they support electronic democracy (a.k.a., e-participation) via their official sites on the World Wide Web. The survey was conducted in the summer of 2006 and produced a 48 % response rate with respondents being generally representative of the population of governments surveyed. The principal findings are that few local governments in the US plan for or actually facilitate or support e-participation. Few report any impacts from what limited e-participation they do support. Most report (several) barriers to e-participation, including, importantly, a lack of demand for e-participation from elected officials and citizens. I conclude with suggestions as to why the reality of e-democracy is so divergent from the hype about it.

Effective Strategic Planning: Evidence from Michigan Municipalities
     Nathan J. Grasse University of Wisconsin-Milwaukee

Strategic planning has been identified as an important tool in public management, as it allows managers to set goals for their organizations as well as select the most appropriate methods to achieve these goals. Research has identified that municipalities increasingly utilize strategic planning in order to operate most efficiently in their environment and ensure the highest quality service for their constituents. This study identifies a number of positive organizational qualities

traditionally associated with strategic planning in order to assess the degree to which formal strategic planning procedures are responsible for organizational successes. In effect, this research will assess the degree to which positive organizational qualities can be attributed to strategic planning or other factors. To answer this question, this study will first identify the degree to which municipalities utilize strategic planning. This information will be analyzed in combination with other organizational characteristics to predict how successfully organizations perform in their ever-changing environments. The primary source of the data used in this study is a survey of 1430 municipal officials representing the 92 Michigan municipalities with populations in excess of 10,000. This survey utilizes data collected from department heads, council members, city managers, and mayors. This analysis examines the responses of department heads in Michigan municipalities. Responses were received from approximately 30% of these department heads. Additional data from the US Bureau of the Census and the Citizens Research Council of Michigan has been incorporated to supplement the survey data.

Session 94. Youth Migration and Opportunity Structures

The Internal Distribution of Migratory Intentions among Youth in Saguenay

Martin Simardl Université du Québec à Chicoutimi

In Quebec and Canada, employment and studies are generally identified as being the principal causes of the migration of young people from mid-sized cities to metropolitan areas. However, the landscape, the housing type, the social and built environment and the sense of identity which exist in the affected territories have rarely been put forward. Thus, this research project aims to evaluate the links between the urban form and the representations and practices of the youth within mid-sized cities. More precisely, we shall study the spatial distribution of the migratory intentions of young people between neighbourhoods and social areas in the newly amalgamated city of Saguenay in the Canadian province of Quebec. Our methodology is based on a survey and the use of a GIS for spatial and statistical analyses. The migratory behaviours of young adults have already been largely outlined by the works of the Quebec's Research Group on Youth Migration (GRMJ) and other research units in Canada. In this paper, we wish to analyse the intentions of young people still remaining in peripheral settlements by correlating their ideas, perceptions and projects with sociodemographic variables related to the urban and social environment. Our results show that the migratory intentions are stronger in neighbourhoods with high and medium social status. Thus, it seems important to achieve a deeper understanding of the forces behind and the consequences of this phenomenon, which occurs in numerous post-industrial countries. Indeed, interregional youth migration could consolidate and foster strong social and economic inequalities on both the local and the regional scales.

Youth Civic Engagement: Diversifying Neighborhood Councils in Los Angeles

Haco Hoang California Lutheran University
Jose Marichal California Lutheran University

One of the central challenges to local neighborhood councils in the United States is to secure full stakeholder participation in citizen deliberation processes. Young people in particular are woefully underrepresented on neighborhood boards and commissions (Musson et. all 2004). The omission of this stakeholder group inhibits effective neighborhood governance. Engaging youth in neighborhood governance has a number of benefits including: 1. forging stronger connections to other young people in the community (Zeldin, McDaniel, Topitzes, & Lorens,

2001), 2. adding to deliberations of social issues by offering "local knowledge" on social issues and bringing new issues to the table (Des Marais, Yang, & Farzanehkia 2000), 3. counteracting negative stereotypes about young people, 4. re-energizing adult civic leaders (Zeldin & Camino 1999; Fiscus 2003) and 5. providing novel perspectives for how to address community problems (Des Marais, Yang, & Farzanehkia, 2000; Zeldin et. al, 2001; McGillicuddy, 1991, Zeldin, & Camino, 1999; Fiscus, 2003). This paper examines how the Department of Neighborhood Empowerment in the City of Los Angeles is working to engage youth in neighborhood council governance by targeting two groups: high school students with low academic performance and young adults attending public community colleges.

Immigrant youth and the NYC Subway
>   Stephane Tonnelat CUNY College of Staten Island

How do adolescent immigrants cope with the diversity of NYC streets and subways? Does the practice of such a diverse public space help them become cosmopolitan urbanites? We have asked twelve high school students, all recent immigrants from diverse regions of the world (Latin America, South Asia, East Asia, Caribbean), to document their experience of taking the subway to go to their school in Queens and back. They have kept a daily written record of their trips, taken pictures and conducted a number of interviews (individual and focus group, on and off sites). Preliminary results reveal a wariness of "others," mostly along age, ethnic and gender lines. But it is also coupled with a process of construction of a pluralistic self that goes beyond one's culture and helps the youth both deal with the diversity and enjoy its frequentation. This observation leads us to view the subway as an important tool of integration, in addition to its mission of transportation.

Non-citizen Soldiers: Military Participation Among Recent Latino Immigrants to the United States
>   Geoffrey P. Edwards Georgia State University

Almost 35,000 Legal Permanent Residents (LPRs) currently serve in the United States Military; over 8,000 more enlist each year. The overwhelming majority of these enlisted non-citizens are Latino immigrants to the United States. Although military recruitment increasingly focuses on non-citizens, there has been little attention given to this group's access to information regarding military service. To begin to fill this gap, this paper draws on secondary sources and data from the Department of Defense and Latino advocacy groups to assess the relationship between information access in urban areas and Latino enlistment into the U.S. military. This paper is organized around three key issues relating to the military enlistment of this group: community attitudes towards the military, the strength of civilian employment alternatives, and military recruitment activity in urban areas. The paper, for example, explores how labor market experiences influence the enlistment decisions of young Latino immigrants. In total, the paper contributes to the field's understanding of how information regarding military service is disseminated to recent immigrants in urban areas.

Session 95. Immigration and Suburbia

Racial Segregation in City and Suburb: Do Patterns Vary by Spatial Scale?
>   Barrett A. Lee Penn State University
>   Chad R. Farrell University of Alaska-Anchorage

Sean F. Reardon Stanford University

Most studies of racial residential segregation have relied on census tract data to document patterns of segregation for metropolitan areas as a whole. This strategy leaves two important questions unanswered. First, do the segregation levels experienced by African Americans, Hispanics, and Asians differ within central city and suburban portions of the metropolis? Given the continued suburbanization of all three minority groups their integration (or lack thereof) with whites in suburbs vis a vis central cities could reveal whether meaningful spatial assimilation is underway, or whether suburban contexts increasingly resemble racially homogeneous neighborhoods in the urban core. Second, do conclusions drawn about city and suburban segregation depend on spatial scale? Because existing studies employ a single type of census unit—usually the tract—to approximate neighborhoods, they are insensitive to variation in the "granularity" of residential patterns. In particular, they fail to distinguish micro-segregated city and suburban regions (where racial composition changes over short distances) from those that are more segregated at a macro scale (where differences in composition occur between large subareas). We address these two questions by combining a conceptual tool known as the segregation profile with GIS methods to estimate the extent of segregation across neighborhoods that vary systematically in scale (from a 500-meter radius to a 4000-meter radius). Using 1990 and 2000 census data for 40 U.S. metropolitan areas, we describe minority suburbanization during the last decade. We then compute city- and suburban-specific scores on a spatially modified version of the information theory index (H) to see how levels of black-white, Hispanic-white, Asian-white, and multi-group segregation compare at different neighborhood scales and timepoints. Our final analytic step involves evaluating potential correlates of these segregation patterns.

The impact of immigration on future housing needs
Abhishek Tiwari University of California at Irvine

Population growth, which is fueled by live births and immigration, is the biggest driver of future housing need. Other factors, such as economic growth and public policy, can also dictate future housing needs, however, population based variables such as population growth, family composition, headship rates, etc., are the most reliable and easily measured predictors of future housing needs. Immigration was responsible for forty percent of the population growth in the United States between 2000 and 2005. Today, over one in ten Americans is foreign born. Minority households are expected to increase their share of total households by 2010 and will account for nearly a third of all households by the end of this decade. Immigration will thus continue to fuel a large portion of the household growth in the United States in the years to come. Furthermore, the impact of immigration is likely to be understated because the Census Bureau estimates net annual immigration rates using INS data, which only includes legal migration. Though immigrant households assimilate with increasing duration of stay, initially, many immigrant families are low-income and do not exhibit the same housing consumption patterns as most Americans. When making housing projections, particularly in large metropolitan areas where most new immigrants tend to cluster, planners and policy makers must not only take into account the affordable housing needs of new immigrants, but also their culturally based housing preferences. This paper will discuss the essential elements of a pro-active housing policy—one that accounts for the housing purchasing power and cultural preferences of new immigrants-- using the city of Anaheim, located in Orange County, CA, as a case-study.

Immigrant Spatial Assimilation: Suburban Koreans in Bergen County, New Jersey
Sookhee Oh Brown University

This paper examines the factors determining the spatial assimilation of Korean immigrants living in Bergen County, New Jersey, the largest Korean suburban settlement in the New York metropolitan area. Spatial assimilation (i.e., spatial dispersion) has been traditionally regarded as an important indicator of economic, cultural, and social assimilation. Recent research defining spatial assimilation as the relative accessibility to an ethnic concentration continues to offer empirical support for this general proposition; as immigrants' distance from ethnic concentrations increases, their relative economic and cultural assimilation also increases (Allen & Turner 1996). This paper, however, argues that spatial assimilation is not necessarily associated with social and cultural assimilation, but instead is a reflection of residential choices made to expand the educational opportunities of immigrant's children. In order to examine whether immigrant residential dispersion results from school-based residential choice, I analyze data collected from my own telephone survey of Korean households in Bergen County (conducted in 2004), using multinomial logistic regression estimates. I test the hypothesis that spatial dispersion is mainly explained by school-based residential choice, controlling for other assimilation factors such as income, education, English ability, length of residency, and U.S. citizenship. For the relative concept of spatial assimilation, I classify the spatial concentration and dispersion of suburban Koreans into three different zones (i.e., concentrated, moderately dispersed, and highly dispersed). This classification is derived from spatial statistical analysis as well as from ethnographic analysis and observation. To assess my hypothesis, I also consider the historical and spatial context of Bergen County, such as the changing socioeconomic composition of the current wave of new immigrants and the underlying structural condition of the metropolitan areas.

Session 96. Universities as Urban Developers--Experiences from Abroad

Universities as Urban Developers: Experiences from Abroad
Wim Wiewel University of Baltimore, MD

The general argument of the paper is that the growth of universities is a result of sheer population growth as well as a manifestation of the growing importance of the knowledge economy. The paper focuses on how this plays out in detail. What aspects are universal, and which differ by country, for reasons of history, culture, politics, or economic circumstances? The key questions are as follows: 1. Why are universities expanding: within the context of globalization and devolution, how important are issues of urban decay, the need for new science and technology facilities, enrollment pressures, etc. in shaping the university's expansion agenda? 2. Where is their growth taking place: do the location decisions of universities reflect primarily their own strategic priorities; local or national development strategies; or are they simply pragmatic, based on land availability and price? 3. How do universities structure the growth and development process: do they use intermediaries, or partnerships with the private sector; how do they structure their financing; who within and outside the university community is involved in the process? 4. What is the impact of their growth: do the original rationales for campus expansions in fact get served by the final products? As institutions interwoven in the urban fabric, what effects do these developments impose outside of the institution itself? 5. What are critical success factors: which projects succeed, and which fail, and can we identify what seems to work best? Throughout, we will also deal with the question of how relationship between the university and the state affects all of these issues.

From Conversion to Cash Cow? The University of Lueneburg/Germany
Katrin B. Anacker Virginia Tech
Uwe Altrock Universitaet Kassel

Over the past few decades publicly funded universities have faced increasing pressure from their constituents. Nowadays they are now expected to cooperate with their various stakeholders and promote technology transfer and other innovations (Goddard et al. 2003a; see also Goddard et al. 2003b, Charles 2003, Lazzeroni and Piccaluga 2003, Peck and McGuinness 2003, Smith 2003, Pimat 1999). The University of Lüeneburg/Germany undertook an innovative strategy to cope with severe state budget cuts: The first part of this study will deal with military conversion and the second part will deal with the conversion of the legal status of the university to a foundation formally independent from the state and its role in its destiny. The military conversion of the University of Lüneburg was a role model in several ways, especially in its speed, its partnership arrangements, its integration of the university into the surrounding neighborhood, and its significant change of both the image and the economic, symbolic importance of the university campus for the entire city and in the partnerships among the main stakeholders at national, state and local levels. The second part of this study will deal with the conversion of the legal status of the university to a foundation formally independent from the state and its role in its destiny. Converting an entire university into a foundation is definitely a bold step in a society that has for a long time been characterized by conservative strategies. In a time characterized by an increased devolution of public funding and by an increased accountability of publicly funded universities, universities are encouraged to initiate innovative solutions for their funding challenges. It is currently too soon to predict whether the financial conversion can be considered a success (and if so, how success can be defined).

Development of Jatinangor University Town in Indonesia: Reflections on the Community-University Relations
Wilmar Salim University of Hawaii at Manoa

This paper traces the development of a new university town, analyzing the ways in which government uses the siting and development of new university campuses to impact urban development in general and higher education secondarily. It is a case of university land development as provincial/regional urban economic development. The argument here is that university land development in developing countries is not always first and foremost about higher education, and where university and government policies are undertaken in such a matter there are often as many negative as positive consequences, especially for the existing local community surrounding the sites of university campuses, who felt being marginalized as more immigrants coming and enjoying the new development. The paper begins by discussing the new university town plan, the development of the universities and the town, and the impacts such development has had on the area. The discussion will then be followed by an assessment of university-community relations and initiatives taken by universities. The central premise of this assessment is that as a center of 'enlightenment', the university bears the burden of initiating and sustaining dialogue between university representatives and local community stakeholders. The paper concludes with some lessons learned with regard to the decision-making process, the declining role of state, the emerging dialogue, partnership and collaboration among elements of society, and the impact on university siting decisions in general.

University Development as National Transformation: Education City in Qatar
Alice H. Wiewel Georgetown University

This paper explores the development of an educational enclave as a key part of a national strategy of economic transformation from an extractive to a knowledge-based economy. The kingdom of Qatar at present relies primarily on income from natural gas. (Qatar is the size of Rhode Island with a population of 800,000). In order to secure the long-term economic future of the country, the government has initiated the development of an "Education City." Located in the capital of Doha, Education City consists of new buildings, housing programs offered by several U.S. universities, all selected as 'best of class', including Cornell, Texas A&M Virginia Commonwealth, Carnegie Mellon, and Georgetown. These universities occupy buildings on 20,000 acre desert site, along with a mix of related uses. Several of the buildings have been completed, while other programs are still in temporary space. The project uses world-class architects, and aims to develop the highest quality campus. The entire project is funded by the Qatar Foundation, spearheaded by Sheikha Almosa, a wife of the Sheik. At present, the economy relies largely on non-Qataris—80% of the population. Education City is intended primarily for Qataris themselves, and aims to educate the local elite for global leadership roles, as well as to attract others from the Middle East. Clearly, the schools and programs chosen reflect the desire to create a new, knowledge-based economy. It also recognizes English as the leading global language for business and economy. Although unusual in its abundance of financial resources, this case presents a clear example of the use of educational development as a key national transformative strategy, not just in terms of immediate educational and economic gains, but also in terms of the larger regional competition in the Middle East.

Session 97. Metropolitan Governance with or without Metropolitan Government?

Colloquy comments

E. Terrence Jones University of Missouri-St. Louis

For the past forty years, the discussion about metropolitan governance has focused too much on governmental consolidation and too little on government cooperation. Because consolidation efforts have largely failed and inter-county government cooperation has been understudied, the amount and degree of metropolitan governance is underestimated. We need to both catalog and then study the numerous instances of inter-county government cooperation within metropolitan areas.

Colloquy comments

Mark S. Rosentraub Cleveland State University

Areas such as metropolitan Cleveland have achieved interesting levels of metropolitan governance without a metropolitan government. These outcomes will be contrasted with outcomes in areas with metropolitan governments.

Colloquy comments

Don Phares University of Missouri -St. Louis

Metropolitan governance is a widely used phrase. This colloquy will examine what is meant by "governance" and by "metropolitan" using the experience from several regions.

Colloquy comments

Donald F. Norris University of Maryland Baltimore County

My part of this colloquy will involve asking the fundamental question about what metropolitan governance is and what it is not. On one side of this debate are the New Regionalists who argue that intergovernmental cooperation within merto areas (regions) equals governance. On the other side are the traditional metropolitan reformers who argue that metro governance cannot occur without government or governments. Is there a middle ground? Does a middle ground actually work (provide for real governance)? What are the necessary and sufficient conditions of governance? Of governance in metro areas? What sorts of arrangements, structural and otherwise, meet these conditions? What sorts of arrangements do not meet these conditions?

Colloquy comments
Patrick J. Smith Simon Fraser University

Abstract Not Available

Session 98. Urban Planning and Democracy

When Is Urban Redevelopment Justified?
Robert A. Beauregard Columbia University

Urban redevelopment projects in the United States inevitably trigger suspicion and community opposition. And while it makes no sense to argue that redevelopment cannot be justified, neither are we adept at sifting through various justifications. The purpose of this paper is to explore the social form of arguments for and against urban redevelopment. My argument is premised on a liberal concern with the city's overall functioning and progressive concerns with equity, democratic deliberations, and difference. The discussion is framed in terms of the recent debates around Kelo v. City of London, theories of justice, and the importance of representation to collective action. Grounding the paper are specific redevelopment initiatives in New York City representing different types of justifications: the up-grading of the Fulton Street Mall and the Atlantic Yards mega-project both in Brooklyn, the Manhattanville expansion of Columbia University, and the High Line project in downtown Manhattan.

Envisioning Participatory Planning as Resource-Generating Action and Method
Kathryn S. Quick University of California, Irvine
Martha S. Feldman University of California, Irvine

Under what circumstances might participatory city planning be not just a resource-consuming means for reaching planning decisions, but a generative resource that creates frameworks that yield further resources for community action and resources? This is the animating question of this paper, which begins by placing the question in the context of the scholarly literature and emerging practices of participatory planning. A mid-sized Midwestern American city has been actively exploring participatory governance through a range of more and less participatory processes to develop its master plan, zoning ordinance, and annual budgets. Among several conclusions from this seven-year ethnographic project, this paper highlights an argument for reconceptualizing participation as a potentially generative resource for solving public problems, not merely a time- and budget- consuming task or method of governance. The analysis builds upon informants' articulations of the benefits and outcomes of the participatory master plan

process and how they distinguish it – positively and negatively – from other modes of public engagement in the same community. The paper engages theories of practice in the reconceptualization of participatory tasks as resources. It concludes with reflections upon the practical implications of this case study for public managers.

How is urban change fueled? Power and design experiments on the High Line, New York City
Konstantina N. Soureli University of California, Los Angeles

The High Line is an abandoned, elevated rail line that runs 1.5 miles along the west side of Manhattan. It is undergoing a transition from a vital infrastructure component of the late industrial era of the 1930s to a public space in the post-industrial New York City. This paper analyzes the decision-making process for the future of the High Line as it has evolved since 1999, by examining the key actors that are decisive for its future, and have been supportive to its conversion into a public space. The High Line became the canvas and site-specific experiment on how cities around the world can use and reuse their space, and especially the space and heritage of their recent history. This question received an endless variety of answers, along with an infinite list of questions. With a variety of scenarios about the future of the High Line, ranging from its demolition to its conversion to an elevated public space, the High Line became the main theme of a twenty-year debate between a wide variety of political, and socioeconomic actors in New York City, the U.S. Federal Government and the international planning and design community. Drawing on the analysis of the agents and the conversion process of the High Line, the paper discusses the roles that history, politics, economics, social and environmental values, the urban form, and issues of meaning and ideology played in shaping its future. It addresses issues concerning the reclamation of monuments of industrial heritage and public space in the politics of urban change of the contemporary city and raises questions of historic preservation, and social and environmental justice during this process. Based on the case of the High Line, the conclusions draw on the potentials and drawbacks of contemporary planning agents and processes to seek valuable insights for future interventions, and discuss the values encompassed by the outcomes when the city seeks decisive answers to its past and future identity, locally and globally.

Managed Democracy: Institutionalized Public Participation as a Response to Technocratic Planning Practices in USA and Chile
Enrique R. Silva University of California, Berkeley

Government agencies responsible for urban planning decisions were not designed originally to consider, much less actively incorporate, citizen participation in their work. Nonetheless, public participation in planning in the United States is not only mandated by law currently, it is also considered a defining element of the practice. Despite this transformation, there are no shortages of complaints about the quality and effectiveness of participatory planning mechanisms in the United States. Borrowing from Arnstein's classic "Ladder of Citizen Participation," there are those who consider participatory measures to be mere "tokens," while others consider that "citizen control" over the process undermines the implementation of much needed projects. In this context, how can planners begin to evaluate the institutions and practices of public participation in planning? How have and do we actually reconcile the demands for democracy and technical expertise in planning? Employing an analytical framework that combines historical institutionalism and transnational analysis, this paper argues that a first crucial step towards answering questions about the relationship between planning and democracy is to revisit the initial moments participation was introduced and institutionalized into the planning apparatus by the state. More importantly, it argues that the key questions to

ask about those moments pertain to the debates and discourses around accountability and the role of the public and private sectors in urban development. By taking the lessons being learned from current Chilean efforts to incorporate the public into planning decision-making processes, the paper pulls the analysis of US planning history and practices away from debates that are largely grounded in the inward-looking pluralist tradition. The paper ultimately places US planning practices and democracy within broader themes of state power and the management of social and physical order, as well as liberalism and political mobilization.

Evaluating Consensus Processes in Housing Associations Using Habermasian Analyses of Validity
> Katheryn Sutter Portland State University

This paper contributes to understanding of deliberations on plans and policy decisions in groups requiring consensus of all participants. It presents criteria used by highly experienced participants. They evaluate their own communities' deliberations in each of three consensus-based housing associations. It utilizes a form of discourse analysis following John Forester's recommendations in "Critical Theory, Public Policy and Planning Practice," 1993. He recommended that empirical researchers map the variety and range of expressions of validity claims made in participants' speech acts. Habermasian validity also includes participants' procedural opportunities to claim, challenge, and validate their individual assertions and collective consensus. As such, it is also a form of institutional analysis. Participants' evaluative citeria are presented in both descriptive prose and in tables characterizing categories of Habermasian validity. This theoretic framework is useful for observation, evaluation and potentially improvement of meeting processes in consensus-based groups, because Habermas' Theory of Communicative Action provides a pragmatic conception of agreement.

Session 99. Recent Developments in Theories of Urban Politics

Recent Developments in Theories of Urban Politics
> David L. Imbroscio University of Louisville

We (Jonathan Davies and David Imbroscio) are in the process of producing a second edition of the original Theories of Urban Politics (Sage, 1995) now more than 10 years since its publication. In this edition we offer both an update of much of the theoretical material in the first edition, as well as a reconstitution of chapter subjects based on recent developments in the field. In these chapters, our authors will do four essential things: 1) provide an exposition/explanation of the theory/theories, 2) discuss some illustrations/applications, 3) offer the most important critiques/criticisms, and discuss related refinements, and 4) provide an overall evaluation/insights regarding the state of the theory/theories, including some paths for future development. We have enlisted a distinguished group of urban scholars to write original essays on the most relevant theoretical topics in the field of urban politics. As part of that project we propose a panel to introduce to the UAA community some of the work that will be included in the volume.

Gesturing towards the beyond: 'posty' urban political theory
> Serena Kataoka University of Victoria

Mapping the field of 'posty' urban political theory is a seemingly impossible task. It is not only that 'posty' authors tend to be concerned with the ways that establishing the authority of a field inherent violent exclusions. Even if one provisionally accepted this general concern as defining the field, it would quickly become evident that this concern is but an offshoot of various trajectories such as "post-structuralism," "post-modernism," and "post-colonialism." Even if one decided to map out these various trajectories rather than the field, one would be faced with the more troublesome problem that these trajectories are largely absent from the discipline of urban political theory. As a discipline, political theory has tended to be concerned with maintaining its authority (or at least its relevance), thus following the apparent trails of power. As people seeking legitimacy for their actions have increasingly turned away from government institutions and towards legal processes, so too political theorists have become preoccupied with legal concepts such as citizenship and human rights. Forgotten are the plays of power whereby these particular legal categories and principles are constituted as right. Politics have been righteously pushed out of the discipline. So looking for political 'posty' urban theory requires looking to cultural geography, sociology, cultural studies and anthropology. It is in the politicized alleys of these other disciplines that this chapter pauses. It will trace a line through the traditional political science question "What is government?" through the governmentality question "How are we governed?" and gesturing towards the beyond of urban political theory with the question of, "How are we governing?"

Poverty, Inequality and Social Exclusion
Mara S. Sidney Rutgers University-Newark

Questions and concerns about poverty underlie and motivate much urban research and urban reform. This paper examines how dominant approaches to urban politics theorize the political influence and prospects of poor people.   Some predict and explain the marginal representation and voice of the poor within city government, examining mechanisms that exclude them from influence, along with the moments when some degree of voice has been achieved.   Other theories focus on the control of urban land to show how together, private and public sector actors exclude and displace the poor. In the past decade, social exclusion has emerged as a subject of inquiry, drawing attention to the multiple dimensions along which poor people are marginalized in urban life, and examining social programs that might move toward inclusion. In addition to considering these traditions, this paper points to recent research on public housing, education reform, and urban unions/living wage issues as widening the scope of research about the poor in cities.   It considers the extent to which scholars focus on specific groups of poor people, while paying less attention to others, and asks whether the methodological range of such studies could be widened.

Challenges of Incorporating Gendered Perspectives into Traditional Theories of Urban Politics
Robyne Turner University Missouri-Kansas City

[We are in the process of producing a second edition of Theories of Urban Politics (Sage, 1995). In this edition we offer a reconstitution of chapter subjects based on recent developments in the field. As part of that project we propose a panel to introduce to the UAA community some of the work that will be included in the volume.]In understanding how women and the appropriation of gender are part of urban politics, we need to look beyond the analysis of women as participants and voters and whether issues reflect women's interests. Instead, we need to use the lens of gender to view how power is structured at the urban level and how that power is appropriated. This approach requires that we explore how gender relations factor into the structure of politics at the urban level rather than how urban politics affects women. Rather than being the object of

study, women are the subject driving the dynamics of urban politics in this analysis. A gendered frame of reference allows us to explore a dominant paradigm such as urban political economy from the fresh perspective of gender and understand the dimensions and dynamics of how gender is constructed within that paradigm. The analysis examines urban regimes and land policies that are tools to develop wealth through urban development. Viewed through the lens of gender, however, land use politics takes on a different perspective. The patriarchal dominance of women is facilitated through public policies that demarcate the use and placement of public and private space. Men dominate public space and women are relegated to home space where suburban single family homes are the standard. These are not incongruent perspectives. The gendered view is not only reflecting the social position of women, but is imbued with the economic value of women as homemakers rather than breadwinners. While women work outside the home, the male-centered planning and policy arena forms the private sphere around domestic duties, not economic activities. Given that women are considered to be less valuable to the overall economy than men (given their wage differential and the undervalue of domestic work) we can bridge the structure of economic value and the gendered perspective of social relations through the notion of the assignment of economic value in the dominant paradigm of urban political economy. This paper argues that gender can be a construct within the theory of urban politics and does not have to be considered only within the construct of cultural politics or interest group behavior.