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ABSTRACTS:
Department of City and Regional Planning,
University of California at Berkeley

Ph.D. Dissertations

Economic Restructuring and Development Planning in a Stagnant Economy: The Case of Andalucia

Jose Luis Curbelo
1987

In many recent government documents and international policy statements, the issue of "regional underdevelopment" has been dismissed for both objective and ideological reasons. Both must be seen in the context of the relative importance of regional development in global public policy and the current process of economic restructuring. Changes in both production processes and the generation and distribution of surplus among classes and regions are creating a new economic and political geography, whose shape and hierarchy are also affected by the form of state intervention and multinational movements of capital. Economic restructuring, international competitiveness, efficiency, the balance of trade, competition, high technologies, and innovation are becoming the new guiding terms for public policy within a framework of fiscal restraint and the redefinition of social policies. As such, those same terms provide the explanation for the dismissal of regional development and also should frame any alternative development strategies on the part of the regions marginalized by those changes.

This dissertation is a contribution in this direction. By using the case study of Andalucia, a backward and stagnant region in southern Spain, the thesis moves from the abstract to the concrete. Its three main purposes are: (1) to search for a rationale of state intervention in regional development that may allow the development of today's backward regions; (2) to analyze the structure of the Andalucian economy and its stagnation; and (3) to test the rationale developed in the first section for the case of Andalucia. A social accounting matrix of the Andalucian economy has been used to unveil some of the important characteristics of the region's economic structure – mainly the region's accumulation structure and its balance of payments. Finally, a linear model of the Andalucian economy is presented.

The major conclusions of the research are the following: (1) the priority sectors of economic growth, those with high output linkages, should be those producing basic goods (food, housing) as well as collective services; (2) those same sectors generate the higher employment multipliers; (3) the lack of employment generation is not only an

important social problem but the most serious bottleneck for escaping stagnation; (4) small firms, although they may not be technically as advanced as the bigger firms, have the virtue of generating employment, which is the main element for dynamizing the regional economy; (5) Andalusia presents a serious problem of capital leakages outside the region's economic circuit; (6) the basic sectors have a comparatively lower tendency to transfer resources outside the region; (7) the structure of income distribution is extremely resistant to sectoral interventions; (8) actual income multipliers for the region's families are higher if injections of capital take place in the basic sectors; (9) Andalusian families would benefit more if policy priorities discriminated in favor of both the labor factor and the small-size firms; and (10) income redistribution in favor of the lower strata generates higher aggregate output and employment multiplier effects than similar injections in the income of the better-off.

Who Cares for the Elderly: The Relationship between Formal and Informal Support

Jane Susan Kramer
December 1987

Long-term care for the elderly has, within the past decade, become a major social policy issue. The costs of such care, in what setting it should be provided, and by whom are all questions that now occupy a significant part of our national agenda.

This dissertation examines the availability and provision of support to a sample of 239 elderly people with rheumatoid arthritis, their preferences for such support, and the interaction between informal and informal support. Participants were drawn from the patients of half of all rheumatologists practicing in Northern California. Each was interviewed by a trained survey worker regarding social and demographic characteristics, and proximity to and contact with children, friends, and relatives. The interview focused on the amount of help received from both the formal and informal help systems during the previous three months with five discrete tasks: shopping, housework, meal preparation, transportation, and personal care. Three major questions were addressed: (1) Who "cares" for elderly persons with rheumatoid arthritis? What resources in the community and among family, friends and relatives are available to them? (2) From whom would they prefer to receive help? (3) What happens to the informal support systems when formal support is provided?

The study found that the informal support system is robust, providing a substantial amount of emotional support, contact, and tangible support to elderly kin. This is especially true for children, particularly

daughters, who are often the primary caregivers. Both men and women responded that they would prefer to receive help from family (spouse or children) than from other relatives, friends, or community agencies. Data analysis through logistic and linear regressions revealed minimal substitution of formal for informal support.

Current demographic trends affecting both elderly persons and their families potentially threaten the ability of the informal network to continue providing care for elderly kin. This study concludes that more government help is needed to support families in their caregiving role and to promote effective and quality care for disabled elderly persons in the community.

Producer Services in a Dependent Economy: Their Role and Potential for Regional Economic Development

Flavia Martinelli

December 1986

This study investigates the role of producer services in the contemporary spatial division of labor and explores their potential in regional economic policy, with particular regard to less-developed regions. The development of producer services is a crucial feature of contemporary competitive strategies, and is therefore of strategic importance in achieving an advanced level of economic development. However, producer services show strong "centripetal" locational patterns, which affect to a great extent the structure and development of regional economies. More than manufacturing, these activities tend to develop and cluster in central regions, especially those services most advanced and strategic in nature, i.e. closely related to decision-making and innovation. In explaining such a spatial pattern, important factors include the hierarchical behavior of large corporations, and agglomeration economies related to the particular nature of service transactions. In order to understand such a complex process, it is necessary to study in detail the interaction between the demand and the supply of services, i.e. service linkages. The present study investigates the form of these linkages in a concrete case of peripheral region: the Mezzogiorno of Italy. The analysis emphasizes the demand side, i.e., the characteristics of the regional industrial structure and, in particular, differences in the behavior of exogenous branch plants and local firms. The empirical work confirms that branch plants secure a large portion of their services from or through their corporate headquarters and establish very few linkages within the local economy, while indigenous firms have, for different reasons, a low aggregate demand. The weak regional demand feeds into the low regional supply of producer services, generating a cumulative process of regional underdevelopment and dependence. In the light of these findings, the study explores possible

regional policy strategies for breaking such a vicious circle and for supporting the development of producer services, both in general terms and with regard to the specific context of the Mezzogiomo.

The Gender Division of Labor in the Urban Informal Sector of Developing Countries: A Panel Survey of Households in Madras, India

Helzi Tuula Noponen

November 1987

The analysis demonstrated the pivotal role that women's earnings play in the welfare and survival of poor households over time. Family labor supply over a five-year period was examined in the context of a structurally imbalanced urban economy marked by stagnation in the secondary sector and by over-expansion of the tertiary sector in consumer-oriented marginal activities of the informal sector.

Women were mostly engaged in petty trading activities, homebased services and piece-rate production work, while men were engaged in a broader range of semi-skilled and casual wage labor work in addition to petty trading activities. In a large number of the households, the female head had the primary income-earning role. Across the entire sample, the earnings of the female head accounted for the most substantial and steadiest share of family income. The female head's earnings were also the most responsive to economic stress events that affect the family economy over time. Women contributed more of their daily earnings to family needs and withheld less for personal consumption use than males. These findings led to the conclusion that, among the poorer segment of the urban population, women's earnings are not supplementary but rather are sustaining, providing the backbone of family income without which the family would fall far below the urban poverty line and be vulnerable to the swings in income of the casually employed male.

Findings on four areas of personal factors, gender relations, household dynamics, and access to credit and union involvement are presented to explain the form and earnings levels of women's market work over time. The analysis of household experiences over the study period also revealed how women are key actors in the adjustment process to the crises in employment occurring in the local and national economy. Women were instrumental in seeing the family through economic distress in a variety of ways. These included the following: increasing earnings; adding on secondary jobs or extra earnings work; utilizing their earning status to obtain loans from a variety of sources; sacrificing their DIR business loan for family debt repayment; and foregoing personal expenditures and leisure. The women also managed

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the increasingly more difficult tasks of fulfilling basic needs of the household, such as food, fuel, water collection, sanitation, health, and daily maintenance, with less resources of time and money. This was usually accomplished by the women sacrificing their own conception of these basic needs.

While the majority of husbands and other male family members were also working and contributing to family survival, compared with women they had greater leisure and they retained more of their earnings for their own needs. Not a few husbands escaped household responsibilities through alcoholism, non-support, bigamy, and desertion. Some added to their wife's burden with physical violence.

Flexible Production Technology and Industrial Restructuring: Case Studies of the Metalworking, Semiconductor, and Apparel Industries

Carol Ann Parsons

1987

Today, analysts from a surprisingly broad range of ideological positions are arguing that technologies based on advances in microelectronics and telecommunications herald a revolution in the organization of production. Advanced manufacturing technologies include robotics, computer-aided design and manufacturing (CAD/CAM), and telecommunications networks that digitalize analog information – data, voice, and images – and transmit it over fiber-optic cables. These innovations promise, according to their leading proponents, to reduce manufacturing costs, increase the ability of firms to respond to changes in the structure of demand, increase the skill level of jobs, and lead to the repatriation of production to the industrial countries. These predicted breakthroughs are wide-ranging, including, as they do, changes that will revolutionize industrial structure, the pattern of industrial location, and the organization and nature of work. The breadth of these changes and their interdependence is captured by the concept of industrial restructuring.

This research examines the effect of advanced technologies in the restructuring process and systematically examines the claims enumerated above. Case studies of three manufacturing sectors – capital-intensive machinery production, high-tech semiconductor production, and the traditional labor-intensive apparel industry – form the basis of the research.

Quite to the contrary of the expectation of leading proponents, it was clear from this research that technological innovation was only one way firms – and nations – reorganized or restructured during a period of intense international competition and rapid technological

innovation. Firms deployed technology in a variety of ways, and, in many instances, firms rejected technological innovation altogether. Relatively few firms used technology to innovate, to respond to new demand conditions, to create better jobs, or to return production to domestic locations. The more common outcome was for firms and governments to mobilize economic and political resources to eliminate or try to suppress the factors and interests that were forcing them to innovate. Political action was used to displace the costs of adjustment and innovation onto less powerful groups. In other instances, though, political action became a complement to innovation when it was used to redistribute the costs of innovation or to absorb some of its risks. The determining factors, however, were not technological, but were, instead, political and institutional. In the United States, the recent history of labor relations and labor politics, together with the powerful economic role taken by the military, have decisively shaped the diffusion of innovations and the pattern of implementations. The meaning of flexible production, the conditions under which it becomes useful, and how firms – and nations – pursue it can best be understood as a political issue that is shaped by public policy and planning.

Industry and Jobs in Transition: A Study of Industrial Restructuring and Worker Displacement in California

Philip Paul Shapira
November 1986

The dissertation examines industrial restructuring, plant closures, and worker displacement in California manufacturing. Three major research issues are pursued: the magnitude and nature of structural industrial change, plant closures, and job loss; the causes of shut-downs and dislocation; and the implications of job loss for displaced workers.

California's emergence as a major industrial region and recent structural changes in the pattern of manufacturing development in the state between 1979 and 1985 are analyzed. High rates of worker displacement through plant closures and layoffs are found in California. Many closures and cutbacks have occurred in basic manufacturing, and there has been structural change and employment instability in high technology.

These developments are analyzed using a framework which defines five categories of causal forces: production-related factors, market-related factors, corporate strategy, labor, and government intervention. The geographic shifting of work from California to locations elsewhere in the U.S. and in other countries is also examined. Restructuring in California results from the interplay of corporate strategy, market pres-

asures from increased global competition, and the reorganization and internationalization of production.

The workers most likely to be affected by dislocation are from basic industry, blue-collar, older, without college education, women, minorities, or workers who did not receive advance notice. Although high technology created large numbers of new jobs in California, few of these jobs were obtained by displaced workers.

New policy approaches are needed to maintain basic industry jobs, stabilize high technology, and increase social control over the process, pace, and direction of industrial change. First, plant-closure legislation should be enacted to provide advance notice and compensation to workers affected by dislocation. Second, a more comprehensive employment and training response is required, with improved income support, training, and employee upgrading. Finally, economic, industrial, and trade strategies should guide industrial change to enhance employment and community stability.

Compensation and Collaboration: Intergovernmental Strategies for Mitigating Socioeconomic Impacts of Mineral Development on Federal Lands

Carolyn Elizabeth Yale
1986

Mineral development on federal lands affects surrounding communities by creating pressures for social services, roads, and other infrastructure. Although this problem was most recently highlighted by federal energy programs of the 1970s, it was recognized much earlier in this century. Out of concern for costs associated with leased minerals development, Congress provided in 1920 that a portion of leased mineral revenues be returned to the states for expenditure on roads and schools. Today, mineral receipt-sharing persists as a form of impact "compensation" to states, which by law are advised – but not required – to spend the funds on socioeconomic impacts resulting from federal minerals projects.

This study examines the problem of socioeconomic impact mitigation in light of the premise that compensation alone cannot accomplish state mitigation of these impacts: collaboration between federal, state, and local governments is needed to document leasing and related impacts and to plan appropriate mitigations. Additionally, the study questions two often-cited justifications for receipt sharing – that states and localities need compensation because of the tax-free status of federal lands, and because of inability to regulate projects on federal lands. If mineral receipt sharing has a valuable mitigation role, it is supplementary to, rather than in lieu of, taxing and regulatory powers.

Data for the study come from: (1) examination of Bureau of Land Management and Forest Service procedures for impact documentation under NEPA; (2) Bureau of Land Management and Minerals Management Service documentation of mineral leasing, production, and revenues; and (3) an in-depth case study of geothermal leasing and impact mitigation in California. The findings of the case study demonstrate that in California, which uses some geothermal receipts for impact documentation and mitigation, receipt-sharing has reinforced state and local regulatory efforts. Conclusions and policy recommendations call for improvements in cumulative, regional impact assessments; better use of federal records for substate documentation of leasing, production, and revenues; and tighter state accountability for use of shared receipts.

Professional Reports, M.C.P.

Defining the Parameters of a Nonprofit with a Business Venture: Toward an Organizational Structure for Golden Gate Ministries' Rehabilitation Employment Program

Michael A. Mata

May 1987

This report identifies the managerial and legal issues created when a nonprofit develops an income-producing venture, such as Golden Gate Ministries' (GGM) proposed rehabilitation employment program. In addition, the report gives GGM's board and staff specific recommendations on organizational changes to accommodate the new program.

The research indicated that, for most nonprofits, income-generating ventures tended to be only a modest source of income. But those ventures which provided employment proved to be a valuable part of nonprofits' programs because they made the programs more real and businesslike for participants. However, the literature cautioned nonprofits that devoting too much time and expenditures on business activities could endanger their tax-exempt status, whether or not the activities directly furthered the nonprofits' purpose. Furthermore, the study made clear that an effective employment program for a highly disadvantaged work force would demand good business goals, and rehabilitation programmatic goals depended on how well a program managed its work and structures.

The preferred organizational structure was "greenhousing," i.e., operating a venture as an in-house program. This structure allowed for control of the venture but made it more dependent on the parent organization. Some ventures were spun off, made subsidiaries, from the onset or when the venture became established.

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The research suggests that operating a rehabilitation employment program as a venture is not an easy task. In order to help GGM achieve the goals established for the venture – revenue generation and real work experience – the report offers a set of recommendations intended to assist GGM in the accommodation of its employment venture without putting GGM's tax-exemption in jeopardy or overburdening its board and staff.

Marina High School Highest-and-Best-Use Study and Preliminary Evaluation

Naomi Porat

Spring 1987

This report summarizes the findings of a highest-and-best-use study, preliminary valuation, and disposition analysis for the development of San Lorenzo Unified School District's Marina High. The school facility built in 1964 has been closed since 1982 due to declining enrollment and underutilization of the school. The District is currently leasing a portion of the school facilities to Eden Vocational Center and the East Bay Faith Center at below-market rental rates. The school grounds, comprising approximately 25 acres on the 39.6-acre site, are currently not utilized for any productive or revenue-generating purpose for the District.

This report recommends development alternatives for the disposition of the site to ensure that its highest potential can be utilized for the benefit of the District's educational program. Three potential development scenarios were assessed to determine the land value of the Marina High Property: (1) light industrial and multi-family apartments; (2) multi-family apartments and single-family attached dwelling units; and (3) light-industrial, multi-family apartments and single-family attached dwelling units. The report concludes that a mixed use strategy, including 8.7 acres of light industrial, 15 acres of multi-family, and 15 acres of single-family development would maximize the return to the District.

The Validity of California's Development Agreement Statute Under the Reserved Powers Doctrine.

James D. Smith

May 1987

In 1979, the California Legislature enacted the Development Agreement Statute. The statute authorizes cities and counties to promise developers that the law governing development approval will be frozen. This public commitment serves as an exemption for the project from the effect of future local regulation which conflicts with the terms specified in the agreement.

The statute's authorization of such an exemption from future regulatory changes conflicts with the public interests underlying the "reserved powers doctrine." The reserved powers doctrine is a principle of both federal and California constitutional law. The reserved powers doctrine holds that the police power must always inhere in the representative legislature unless the people determine otherwise, and that the power may not be expressly or impliedly restricted by contract. This prohibition is justified because of the danger that government will handicap its ability to respond to present public need for regulatory intervention by its past contractual commitments. The necessity justifying the reserved powers rule stems from structural principles of the constitutional order. The doctrine is supported by constitutional adjudication in both federal and California law.

However, the reserved powers doctrine may provide an uncertain basis for overriding state legislative action because it is a judge-made rule. The California legislature has made the public policy determination to authorize local contractual restrictions of local regulatory power while expressly reserving its own regulatory power, nonconflicting local regulatory power, and local voter referendum. Under a standard of judicial review which focuses on the rationality of this public policy determination, the statute would be upheld.

I conclude that the reserved powers doctrine implies a different standard of review that focuses on whether the statute employs an impermissible means of accomplishing otherwise acceptable goals, *not* on the rationality of the relationship between the statute's means and ends. This standard of review constitutes a *per se* bar against utilizing exemptions from police power regulation.

I also conclude that the state's express statutory reservations of power are inadequate to protect the interests with which the reserved powers doctrine is concerned. The implied reservation of regulatory power under the Contract Clauses is also inadequate if current precedent is followed. The statute is therefore invalid under the reserved powers doctrine.

An Evaluation of Greenbelt Proposals for the Coyote Valley, Santa Clara County: Economic and Legal Factors in Greenbelt Design

Tim Strohshane
June 1987

The City of San Jose's commitments to develop the Coyote Valley appear to preclude successful implementation of a greenbelt that would protect a maximum amount of prime agricultural land and limit new residential development in the Valley. While much of the timing

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of future development in Coyote Valley is uncertain at present, it is clear from examination of the Horizon 2000 General Plan policies of the City and San Jose's Hillside and Greenbelt Task Force Recommendations that agriculture in Coyote Valley will have an increasingly marginal presence. This report argues that an alternative greenbelt proposal, using carefully planned implementation techniques, could do much more than current policies and greenbelt proposals of San Jose and Santa Clara County to protect the future of agriculture in Coyote Valley.

The study, undertaken for People for Open Space of San Francisco, provides analysis, evaluation, and recommendations toward the appropriate design of a viable greenbelt for Coyote Valley.

The City's planned use of a transfer of development credit program technique within the Coyote Greenbelt will likely fail to inhibit development there. This strongly suggests that a larger planning and policy context ought to be examined in order to help redesign the Coyote Greenbelt and the techniques necessary to implement it effectively. The study does this in several ways.

After presenting a critique of the City Task Force's greenbelt proposal for Coyote Valley, an historical and economic analysis of trends in the Santa Clara Valley regional economy (including agriculture) suggests at least possible outcomes concerning the development of Coyote Valley.

The study finds that localities ought to consider diversifying their economic bases away from high-technology industry. However, because of legal constraints specific to the opening of North Coyote Valley to high-technology industrial park development, the ability of local governments to take advantage of the opportunity to diversify their local economic bases is restricted. The study proceeds to analyze the legal constraints shaping the policies and range of possible future actions of local governments.

The study recommends to People for Open Space that they advocate a greenbelt proposal, originally put forth by San Jose City Planning staff in 1986, that would send development credits from the Coyote Greenbelt into the City's Urban Reserve. This proposal deserves serious independent study and support because, should a suitable method of intertemporal development credit transfer be developed, it could protect agricultural land in South Coyote Valley and provide greenbelt separation of San Jose from Morgan Hill. Successful implementation of a TDC and development credit banking system in Coyote Valley would also bode well for the future of south Santa Clara valley floor lands as well.

Civic Centers: Their Planning and Design

Patricia Willcocks

Spring 1987

As the principal focus of government activity, civic centers satisfy the need for public space in which citizens may gather to discuss and promulgate rules for governing their communities. Traditionally a distinct area located at or near the center of a city, the civic center has reinforced the cultural, religious, and business activities of the community.

Due to such factors as rapid growth, a strong emphasis on functional and economic values, and trend towards specialization and decentralization, civic centers have been shifted away from the historic and business centers of the community. The result of this has been a diminishment of the public and democratic nature of civic centers and a weakening of the traditional ties of government with the business and cultural heart of the community.

This report presents a recommended planning and design process for developing a municipal civic center which addresses some of the above concerns. Four case studies were evaluated and serve as the primary basis for the recommendations in this report. These case studies include the U.S. Capital in Washington, D.C., and three Southern California communities: Escondido, Irvine, and San Juan Capistrano. The case studies provide significant background for communities considering the development of their civic centers. The importance of extensive citizen participation, site selection, and a design that is reflective of the community's image is further elaborated in the report.

Berkeley's Traffic and Development Capacity Citizen Advisory Measure S -- An Evaluation and Plan of Action

Marilyn Ziebarth

June 1987

In November 1986, Berkeley citizens overwhelmingly approved a traffic and development capacity ballot initiative known as Advisory Measure S. Measure S alerted the City Council to the rapid increase in traffic congestion and advised the council to: (1) set measurable peak-hour traffic ceilings for key intersections and streets, (2) amend Berkeley's zoning ordinance so that new development does not exceed the carrying capacity of the city's streets, and (3) provide funding from the commercial business sector for traffic monitoring, transportation management, and transit alternatives.

This report looks at why citizens developed and passed Measure S and what they expect from it, how city staff has reacted, what will be needed technically and financially to meet Measure S's mandate, and

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how well Berkeley's proposed Transportation Plan will respond to this mandate. Finally, the paper makes some recommendations for action.

Master's Theses, M.C.P.

The Suburban Elderly: Housing Location and Accessibility to Services

Anne Elizabeth Browning

May 1987

This thesis is an overview of land-use planning considerations regarding the aging suburban population in the United States. Statistics show that the percentage of the population over the age of 65 is steadily growing. Due to major social changes of the 20th century, this group requires special policy considerations.

The goal of this research is to encourage informed, integrated physical planning to meet the growing demands of the suburban elderly population. A mixture of data analysis, literature review, primary research, and problem solving is used to achieve this goal.

The first two chapters each describe one-half of the term "suburban elderly." Chapter One provides demographic data that illustrate the trends in the housing location of the elderly. Further, this chapter is a review of literature on theory and historical policy considerations for the aging. The second chapter describes the suburb as a planned place. The intent of this chapter is to inform the reader of the formal and informal guidelines of planning in suburban areas.

The third chapter describes the specific conditions and concerns of the suburban elderly. These are addressed in three sections: housing, services, and transportation. Although the focus of this chapter is supply-side/land-use policies, some description is given of demand-side/user-subsidy policies as well. Chapter Four illustrates innovative community designs that have been introduced to address the housing needs of the suburban elderly. These examples were compiled through primary research and are presented as a spectrum of available options.

In the final chapter, I have suggested a planning methodology that addressed issues of policy, design, research, and theory. This chapter can be used as a guide to providing an efficient and effective process for planners in making suburban planning work.

It is my hope that this document will be used as an information source and guidebook by planners interested in creative planning for the elderly.