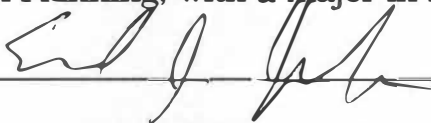


To the Graduate Council:

I am submitting herewith a thesis written by Stacey U. Tucker entitled "An Analysis and Case Studies of Community Development and Economic Development and Their Relationship to Planning." I have examined the final paper copy of this thesis for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Master of Science in Planning, with a major in Planning.



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**An Analysis and Case Studies of Community Development
and Economic Development and Their Relationship to
Planning**

A Thesis Presented for the
Master of Science in Planning Degree
The University of Tennessee, Knoxville

Stacey U. Tucker

May 2004

Dedication

This thesis is dedicated to my husband, Nathaniel Tucker, Jr., for his loving support throughout this endeavor.



Acknowledgements

I would like to express my sincere appreciation to my father and mother, Richard and Linda Ussery, for their endless encouragement. In addition, special thanks to Dr. Edward Jepson for his counsel during this educational experience and to Dr. Robert Graham for his guidance throughout my undergraduate career.

Abstract

This study began as an exploration of the fields of Economic Development and Community Development. By researching an extensive selection of literature, the two terms were defined and the disciplines expounded upon. The two were then compared and contrasted in their relationship to each other and their relationship to field of Planning. A matrix was developed from the literary findings of the various functions of each field in relation to several community issues.

Eight cities, selected from two population groups and four regions, were examined as case studies, to compare the functions of actual Community Development, Economic Development, and Planning Departments with those mentioned in the literature. Other city departments were researched as well, to see if they performed any of the functions given in the developed matrix.

From the literature, it was determined that Community Development, Economic Development, and Planning are three distinct fields, with some overlap of functionality among the three. Thus, a hypothesis was formulated that cities would have separate departments for the three areas, though they may work closely together. In the case studies, however, it was discovered that none of the cities had three separate departments of Community Development, Economic

Development, and Planning. Some cities, such as Lawton, Oklahoma, had two of the three departments, while some cities, such as San Buenaventura, California, had only one of three (that performed several overarching functions). In all of the cities, there was an overlapping of functions. Thus, the hypothesis proved to be false in that though the literature considers the three to be separate fields, this is not truly applied in the real world. The functions of the three may be utilized; however, they may be applied by experts of another field, e.g. Community developers may facilitate economic development and/or planning.

Preface

The subject for this paper was inspired by a symposium in the Department of Urban and Regional Planning on the three different “faces” of planning—planning for local government, planning for the private sector (e.g. consulting firms), and planning for non-profits. The representative for the non-profit sector called himself a “community developer;” however, he used the terms community development and economic development interchangeably. As a graduate student studying economic development planning, in efforts to accomplish my goals and dreams of neighborhood/community empowerment, I began to question whether or not I should be pursuing the field of economic development or that of community development. Or, are they one and the same?

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Introduction

In an age of technological advancement, occupational diversity has increased tremendously. With world-wide networking at the touch of a button—at the tips of practically anyone’s fingers—the possibilities are endless. Many professions are suffering from an identity crisis. For example, though there are policies and procedures, goals and mission statements, there seems to be difficulty understanding clearly the relationship of the fields of economic development and community development. While these two terms are often used interchangeably at the practical level; are they one and the same or are they two separate entities?

In writing this paper, I set out to discover the worlds of Economic Development and Community Development – to find a definition for each and to determine whether or not each had its own distinct principles and practices. A review of the literature revealed that they are indeed separate, but closely related—so close that often their roles overlap and cross over.

I then researched how each of these “fits” into the planning role. Another paper in itself, the field of planning is a complex one, where the local government planner wears many different hats. Do the characteristics of economic and community development fit into his/her

job description? I give the traditional planning role as a developer of a “master plan” for his/her community; however, many writers also offer that in today’s world, the planner is also a facilitator and community advocate, much similar to that of a community developer.

Chapter 1 Literary Review

Community Development

Christenson and Robinson (1980) in *Community Development in America* give over 20 definitions of community development by various researchers and authors. By analyzing these, they formulate a broad definition of the term consisting of six elements: “(1) a group of people (2) in a community (3) reaching a decision (4) to initiate a social action process (i.e., planned intervention) (5) to change (6) their economic, social, cultural, or environmental situation” (p. 12). Similarly, Brophy and Shabecoff (2001), in their book *A Guide to Careers in Community Development*, take a comprehensive approach to community development. They define community development as “the economic, physical, and social revitalization of a community, led by the people who live in the community” (p. 2). Ferguson and Dickens (1999) say: “Fundamentally, community-building¹ has to do with strengthening the capacity of neighborhood residents, associations and organizations to work, individually and collectively, to foster and sustain positive neighborhood change” (p. 12). In their view, this applies more to residents of low- to moderate-income communities (p. 5). According to

¹ Ferguson and Dickens explain in the introduction of the book that as the field of community development expanded in the 1980's and 1990's, many labels for the field emerged, including community organization and community building, all with the same mission.

Blakely (1979), the goal of community development has always been to empower members of a local area to facilitate self-improvement, not to have the developers maintain and/or improve of the community. It involves residents "studying their own immediate situation as a community, deciding themselves what to do about it through a democratic procedure, carrying out their programs, evaluating their performance and, hopefully, developing through the process, the ability to solve community problems efficiently and effectively" (*Community Development Research*, 1979, p. 75).

There are three themes of community development: self-help, conflict, and technical assistance. "The assumption of the cooperative or self-help theme suggests that by working together people can improve their situation." (Christenson and Robinson, 1980, p. 43). Conflict or confrontation implies "there should be more equal distribution of resources in society and usually focuses on those outside the power structure (e.g., the poor, minorities)" (Christenson and Robinson, p. 44). "The technical assistance or planning theme philosophy is that structure determines behavior.... This theme emphasizes projects such as building bridges, stimulating economic development, establishing new health centers, or creating jobs." (Christenson and Robinson, p. 45). The mission of community development includes: improvement and strengthening of the economy, the physical nature, and the social

structure of the community. This is accomplished through investment stimulation, housing development, group-building, and the like. The purpose of these is to empower residents of the community to be involved in the fate of their community (Brophy and Shabecoff, 2001, p. 5).

Added to such themes are the political and intellectual spheres, through skill-building and community group organization (Ferguson and Dickens, 1999, p. 5).

So, what is the role of a community developer? Hoch, et al. (2000), in a chapter entitled "Community Development", give five fundamental values of community development planning: collaboration, working hand-in-hand with others who have a vested interest in the community; effective planning, establishing long-term and short-term goals and objectives to carry out the goals; holistic orientation, having a well-rounded perspective; local participation, (once again) community empowerment; and social equity, beginning with a level playing field. They also list the principles of community development as given by the Community Development Society² : (*The Practice of Local Government Planning*, 2000, p.267)

² Hoch, et al. cited the Community Development Society, *Member Handbook/Directory*, November, 1999. More information about the Community Development Society can be found on their website: <http://www.com-dev.org/>

- Promote active and representative citizen participation in decision making so that community members can meaningfully influence decisions that affect their lives.
- Engage community members in problem diagnosis so that those affected may adequately understand the causes of their situation.
- Help community leaders understand the economic, social, political, environmental, and psychological impact associated with alternative solutions to the problem.
- Assist community members in designing and implementing a plan to solve agreed upon problems by emphasizing shared leadership and active citizen participation in that process.
- Disengage from any effort that is likely to adversely affect the disadvantaged segments of a community.
- Actively work to increase leadership capacity (skills, confidence, and aspirations) in the community development process.

According to Lyon, "Two basic dimensions of community development exist in the literature: task and process.... Task conceptions focus more on a tangible goal (e.g., a new hospital, a school, or water treatment plant), while process conceptions emphasize the more abstract goals of strengthening community ties and local autonomy" (1989, p.114). Community developers are change-agents. They are

consistently developing plans for the present and future of the community (Blakely, p. 84). “The purpose of such plans,” say Kelly and Becker (2000), “is to improve the standard of living and provide opportunities for those citizens who lack resources and opportunities” (p.412). In other words, the community developer is a community advocate, speaking on behalf of those who can’t speak for themselves. He/she is also a consensus builder, not only among the community members themselves, but also between the community members and decision makers.

Economic Development

The dictionary defines economic development as encompassing the growth and differentiation of the goods and services provided for and by an area.³ The term is used on many levels, e.g. economic development of third-world countries and even global economic development. According to Larry Lyon (1989) in *The Community in Urban Society*, “the focus [of economic development]⁴ is on technical transformations that increase economic productivity. Nationally, a common measure is the Gross National Product (GNP). The value-laden implication here is that transformations resulting in a higher GNP are desirable” (p.114). It is

³ This definition was adapted from definitions of “economics” and “development” in *The Merriam-Webster Dictionary*.

⁴ Included for clarification

considered to be “value-laden” because the term *economic* implies dollar signs; the flow of goods and services indefinitely involves money. Still another definition of economic development is offered by Peter Eisinger (1998) in *The Rise of the Entrepreneurial State*: “Economic development policy refers to those efforts by government to encourage new business investment in particular locales in hopes of directly creating or retaining jobs setting into motion the secondary employment multiplier, and enhancing and diversifying the tax base”(p.4).

Local economic development brings the concept to the regional, city, or even community level, which is why it is frequently termed as “community economic development.” This expression sometimes causes confusion as to what is actually being discussed. According to Blakely and Bradshaw (2001), “*Local economic development* refers to the process in which local governments or community-based (neighborhood) organizations engage to stimulate or maintain business activity and/or employment. The principal goal of local economic development is to stimulate local economic employment opportunities in sectors that improve the community using existing human, natural, and institutional resources” (2002, Overview xvi). According to the International Economic Development Council, “The main goal of economic development is improving the economic well-being of a community through efforts that entail job creation, job retention, tax base enhancements and quality of

life” (<http://www.iedconline.org/>). In other words, the key objectives of local economic development are: (1) creating and retaining jobs, and (2) engaging in basic economic activities, which, according to Kaiser (1995), “produce and distribute goods and services for export outside the local area.” Kaiser points out that “the basic sector is the key to an area’s economic strength and its future” (p.150)⁵. Eisinger (1998) brings out that: “Economic development is increasingly understood as a process that involves not simply employment growth but also increasing income” (p.30). The International Economic Development Council⁶ gives three chief areas that economic development integrates:

- Policies that government undertakes to meet broad economic objectives including inflation control, high employment and sustainable growth.
- Policies and programs to provide services including building highways, managing parks and providing medical access to the disadvantaged.
- Policies and programs explicitly directed at improving the business climate through specific efforts, business finance, marketing, neighborhood development, business retention and

⁵ This is based on economic-base theory as discussed in Chapter 6 of *Urban Land Use Planning* (University of Illinois Press).

⁶ The International Economic Development Council is the nation’s largest economic development profession association, created through the merger of the Council for Urban Economic Development (CUED) and the American Economic Development Council (AEDC). This and more information can be found on their website: <http://www.iedconline.org/>

expansion, technology transfer real estate development and others (<http://www.iedconline.com>).

The purpose is to foster economic productivity within a community that will in turn stimulate the flow of money that can be used to socially and physically improve the community.

So then, what is the role of the economic developer? According to Blakely and Bradshaw (2002), "The [economic development] specialist's task is complex, to say the least, but falls into the general categories of sales and analytical methods The sales dimension involves activities associated with organizing people, selling ideas, and mobilizing resources for economic development." They continue, "The methods dimension refers to the set of strategies and approaches that the ED specialist either fashions or identifies as suitable for the situation" (p. 380). In other words, economic development is very location-oriented. Although there are theories and practices to the field, they must be suited to the area – its demographics, location, proximity to metropolitan area, etc. "At the local level," say Kelly and Becker (2000), "economic development planners often provide marketing and promotion assistance in efforts to attract business. They also participate in negotiations for final business development" (p.414). According to Reese (1997), "Decisions are based on an examination of the city's position among other cities, the aspirations of local officials regarding future positions,

and achievement of balance between tax and service levels” (p. 82). The economic developer is a program-builder, a finance manager, and also, to some extent, a community advocate.

Relationship of Economic Development and Community

Development to Each Other

In defining community development and economic development, we can now derive a better understanding of how the two relate to each other. John Blair says, “...local economic development is part of a larger process of community development” (1995, p. 15). According to Kelly and Becker (2000), “Economic development planning focuses on increasing employment and income opportunities. This involves attracting business, retaining existing business and industry, and assisting small and beginning businesses.... These planners are directly involved in community development through the use of human, physical, natural, and financial resources” (p.413). Economic development implies maintaining/increasing the prosperity of an area through job creation and placement, increase in wages, and production of goods. The term community development implies an overall well-being of an area, or “quality of life,” measured by social capital, civic enhancement, economic development, as well as institutional and technological advancement.

Ferguson and Dickens (1999) say, “Quality of life ideals in this vision entail social justice, political efficacy, and economic vitality” (p. 2).

Williamson, Imbroscio, and Alperovitz (2002) in their work, *Making a Place for Community*, emphasize the importance of incorporating economic development into the broad scope of community development in order to maintain its effectiveness and gain higher governmental support/funds. In a chapter entitled “Community Development Corporations and Community Development Financial Institutions,” they bring out the incorporation of economic development within community development through an explanation and evaluation of Community Development Corporations: “CDC’s are nonprofit organizations dedicated to bringing about the revitalization of a clearly defined geographic area—often an urban neighborhood scarred by decades of disinvestment and concentrated poverty or an isolated and underdeveloped rural area. Governed by boards of directors composed primarily of local residents and other citizens with a strong stake in the community, most CDCs engage in some form of economic development within their service areas” (p.213). So, community development and economic development are often used as interchangeable terms at the local level; however, they are actually two distinct entities, one (economic development) primarily defined as a component of the other (community development).

Relationship of Economic and Community Development to the Planning Function

Planning⁷ is a field that has also encountered an identity crisis throughout its development (Campbell and Fainstein, 2003). Donald A. Krueckeberg (1983) gives a brief introduction to the field of planning:

The patterns of city development in the nineteenth century were overwhelmingly the result of free enterprise. Cities were laid out as often by real estate developers, engineers, surveyors, and even amateurs as government officials. The plan was most often a simple plotting of streets in a gridiron pattern and the subdivision of blocks into lots for sale. This atomistic system of city development was fed by rapidly changing technology and a swelling population, driven by great waves of immigration. The resulting basic and persistent American pattern of urbanization has been likened by William H. Wilson to vast 'seas of unplanning.' On this map of entrepreneurial activity we see three independent ideas arise and gradually begin to converge toward the concept of city planning. Those ideas are 'scientific efficiency,' 'civic beauty,' and 'social equity' (p.3).

⁷ *Planning* refers to the field of urban planning, also referred to as city planning. This involves public sector planning (local government planning) and does not include private sector or consultant planning work.

He states: "The emergence of a 'special culture,' a special knowledge and training for city planning might be dated as early as 1893 with the opening of the World's Columbian Exposition in Chicago and the model city it presented to the nation" (p.2). According to Melvin M. Webber, "Dating from 1909, when the first National Conference on City Planning was called to consider the problems of population congestion, the city planning movement has been fueled by deep-rooted concerns for the conditions of urban life" (Faludi, 1973, pp.95-96). Thus, planning began as a systematic approach to the laying out of cities, contrasting the hodge-podge, unregulated development of the day. It arose out of the need for protection against poor living conditions and noxious land uses adjoining residential property. It also grew out of a sense of pride for one's community, even to the point of segregating ethnic groups and income levels.

But, what exactly is planning? And, what is the "planning role?" The word "planning" is such a broad term. One may "plan" a meal or a vacation. Basically, one decides what he/she wants to see happen, how he/she will get this accomplished, and how the best outcome will be achieved. For a trip, one researches the best hotels, restaurants, and tourist attractions. Similarly, a planner researches population and development trends and "plans", using his/her expertise and input from the community, the best direction for a city to grow, manage growth

and/or maintain compatible land use developments. Even reducing the term to “urban and/or regional planning” takes on its own set of connotations, in regards to project (short-term, unilateral) versus comprehensive planning (long-term, multi-faceted). Though there are many views of planning, the emphasis here will be placed on physical planning or land-use planning, comprehensive planning, and advocacy planning, primarily in the role of the public or local government planning.

Warren (1963) gives insight into planning by stating, “It [city planning] relates to a specific type of activity carried on by governmental or quasi-governmental boards and occasionally by volunteer associations which focuses upon the physical aspects of the community, and for whose implementation certain methods are available such as surveys, official maps, community plans, zoning, and building codes(p. 326).” Traditionally, the planner’s role has been to develop a “master” plan for the community for which he is working. The main emphasis is on the physical development of the community. According to Levin (1977), “As a profession, planning has never strayed far from its land use beginnings. During the last generation there have been flurries of interest in economic development, the poor, transportation and communication, and, more recently, the environment and energy. But most planners

continue to cultivate their garden: land use planning” (p. 2). In the planning process planners aid the community in:

- gathering background data
- analyzing and interpreting the data
- communicating that data to the planning body and the public
- organizing and often facilitating meetings of the planning body
- organizing and often facilitating meetings and other means of obtaining participation from interested citizens
- compiling, organizing, and analyzing comments from meetings
- projecting current trends and developing alternative scenarios, to help the planning body understand the implications of different decisions
- turning the policy decisions of the planning body into a plan document
- making the plan document accessible and meaningful to the larger public
- managing the process of final public hearings, final amendments, and adoption (p.37)

The comprehensive planning approach involves several factors of the community, including (but not exclusively) land-use, environmental issues, transportation, community facilities, and urban design. The community identifies the assets and liabilities of the area. This involves

an emphasis on citizen participation and consensus building by the planner. The planner then helps to determine in what ways the assets can be maintained/enhanced, and helps to develop solutions to the liabilities. He/she helps the community set goals for itself and out of this comes the comprehensive plan (Hoch, et. al., pps. 19-39). Hand in hand with the plan, the planner develops zoning ordinances and oversees zoning procedures as well.

To some, planning goes beyond land-use and/or comprehensive planning. Planning takes on an advocacy role. *The Practice of Local Government Planning*, reads, "Now more than ever, planning directors and their staffs, planning consultants, community development organizers, and public interest group leaders find themselves serving in the roles of process designer, facilitator, mediator, and collaborator—helping community officials, the business community, and residents reach agreement about the fundamental nature of problems and the solutions that those problems require" (Hoch, et al., 2000, p.424). According to Kelly and Becker (2000), "Planning provides a community with the opportunity to make conscious, considered choices about what kind of future it wants to have. The resulting plan then provides a blueprint for making decisions that affect the future of the community" (p.8). Planners may represent the "under-represented," often low-income residents, in the decision-making process.

So, how do community development and economic development fit into the planning role? Community development is a fairly new concept and growing discipline. At the turn of the century, planners took the role of advocate fighting for better housing and quality of life. Now, as planners may choose to focus on land-use or take the broad road of comprehensiveness, community development has emerged as another advocacy role. The line between the two is at times hard to distinguish. Researchers and writers of community development such as Brophy and Shabecoff (2001) and Blakely (1970) take a more holistic approach to the community development field. As such, community development includes any arena involved in improving the quality of life of its members and improving efficiency in the process of obtaining such. This would include both economic development and planning in the sense that planning is concerned with land-use and zoning issues and facilitating interests between stakeholders in these areas. On the other hand, researchers such as Clavel, Forester, and Goldsmith (1980) who characterize planning as comprehensive would place economic and community development under planning, each as aspects or portions of the comprehensive plan; economic development involving analysis of the financial community (e.g. employment, retail sales, manufacturing value of shipments), and community development involving analysis of the

social welfare of the community (e.g. minority employment, housing, literacy).

In terms of the relationship between planning and economic development, Kelly and Becker (2000) believe, "In very small communities, one person may do most of the planning for everything—land use, transportation, economic development, and even some utilities. In larger communities, however, the community planner [city/urban planner] is likely to have a limited role in planning for economic development" (p.400). In contrast, quoting Edward Bergman, Eisinger (1988) writes: "It is now widely accepted that economic development has taken its place among the principal planning activities carried out at the state and local levels. Acceptance came so rapidly and so completely that long-time planners now overlook the fact that very few of them would have posed it as an important planning activity a decade ago" (p.16). Hoch, et al., (2000) agrees: "In the past, planners' involvement in economic development was primarily in the regulatory sphere: in many cases, unbridled development had stripped communities of important resources, ranging from wildlife to public safety; as instruments of the local political process, planners stepped in to protect civic interests through regulation"(p.286). There seems to be a discrepancy in the literature on whether or economic development holds a distinct position in the planning field. On the one hand, as stated above, the belief is that

larger metropolitan areas would have a “planner” *and* an economic developer. On the other hand, the belief is that no matter what the level, economic development is inherently entwined in the planning role. Even though the planner’s main function may be to develop a community plan, embedded in the goals and development of the community as a whole is the economy. Thus, the planner must work with business leaders, entrepreneurs, workers and community members to accomplish prosperity in the community.

Conclusion

The literature reveals community development to be the empowerment of individuals in the community to work together with other community members as well as business leaders, city leaders, and other stakeholders in the community to improve the quality of life in the area. Economic development is one practical and important facet of community development. Other facets are physical and social development within the community. Planning and community development go hand-in-hand, both encouraging and facilitating community involvement. The planner’s role may be narrow at times, however, in only maintaining a “master plan” and zoning functions; while the community developer may take on wide range of tasks. At the same

time, economic development is hugely important in the development of a community overall. In large communities (metropolitan areas and definitely at the state level), there may be a separate economic developer with the sole purpose of carrying out economic development functions (as discussed earlier). In other areas, there may be a department of economic development within the area of community development. To show how the three might overlap, for instance, if the city needs commercial development, the planner might research the most advantageous location of such a development and allocate it as such on the zoning map and provide for expansion in the long-range land-use plan. The economic developer might then “recruit” businesses for the area after careful assessment of the economics of the area, job skills, educational levels, etc. Community developers could set up job training centers in the area, and assist Community Development Corporations in the establishment and operation of low-interest loans for incoming-support services. Thus, these three fields often work hand-in-hand and their roles may at times overlap. However, if community development, economic development, and planning truly are three distinct and mature fields, as the literature suggests, the hypothesis is that governments should utilize each as different departments or divisions within the governmental jurisdiction, especially cities of significant size (50,000+).

Some functions within each department may overlap, but each field will have distinguishing factors as well.

Chapter 2 Methodology

Identification of Roles from the Literature

Case studies are helpful in comparing real-world scenarios with literary concepts. In researching the literature on Community Development, Economic Development and Planning, one finds the three as understood to be three distinct fields, each with its own roles and responsibilities. For the purposes of this analysis, a model has been identified of community development and planning as consisting of the following twelve activity areas: business development, social capital, community facilities/recreation, community services, crime, education, environmental resources, housing and property development, planning, transportation, unemployment, and urban design. These are the result of a compilation of information from several sources⁸. This list is not exclusive, but it does cover a variety of important issues communities encounter. Practitioners in all of the functional categories - community

⁸ Blakely, Edward J. and Ted K. Bradshaw, *Planning Local Economic Development: Theory and Practice*, 2001; Brophy, Paul C. and Alice Shabecoff, *A Guide to Careers in Community Development*, 2001; Christenson, James A. and Jerry W. Robinson, Jr., Ed, *Community Development in America*, 1980; Robert Fishman "Urban Utopias" from Campbell, Scott and Susan S. Fainstein, Ed, *Readings in Planning Theory*, 2003; Hoch, Charles, et al, *The Practice of Local Government Planning*, 2000; International Economic Development Council <http://www.iedconline.org/>, Kelly, Eric Damian and Barbara Becker, *Community Planning: An Introduction to the Comprehensive Plan*, 2000; Reese, Laura, *Local Economic Development Policy The United States & Canada*, 1997; Solnit, Albert, et al, *The Job of the Practicing Planner*, 1988.

developers, economic developers and planners - engage in specific activities related to some or all of these activity areas. Their respective roles within the activity areas as derived from the literature review are summarized below.

Business Development is maturation of the local economy through the location, establishment, and improvement of the local business industry. For the most part, as would be expected, business development is associated with economic development. Economic developers seek to locate promising industries and corporations within their municipality. In order to accomplish this, they must analyze trends of growth areas and inventory the available sites for industry location. Many times, the government acquires land to prepare for business location. They may promote these and/or other sites as prime locations. Often it is profitable for businesses to locate near one another for resource sharing and enhanced competition. When possible, economic developers may promote business relocation. There are also incentives for redevelopment of blighted areas and business improvement. Significant improvement can enhance property values and redevelopment within a municipality helps curb and prevent urban sprawl. Economic development agencies can often provide tax abatements for such activities. Small and local businesses provide uniqueness to an area and increase local employment. Economic developers may offer incentives

such as direct loans or loan guarantees. They may generate business incubators for local entrepreneurs. Finally, through promoting and negotiating the location of manufacturing industries within the area, economic developers develop export markets.

Planners and Community developers also play a role in business development. Local planning agencies may also analyze trends of development and inventory of available sites within their land-use planning process. Within the realm of the zoning ordinance, they zone land for commercial and industrial uses based on such trends. They perform site analysis to ensure that every new business meets the zoning codes and regulations and to prevent disorderly development. They also promote business improvement through tax incentives and by establishing business improvement districts (BID). Community developers, desiring to improve the quality of life in the community, also encourage and sometimes sponsor redevelopment of blighted areas and business improvement. Often time, using grant monies, they are able to offer business loans to small businesses and provide business incubators within community facilities.

Social Capital can be defined as social cohesion and inner-connectivity within the community. According to Maureen Hart (1999), social capital involves social groups forming and interacting with one another (p. 17). Community developers are actively involved in such

activities. They help groups to organize, especially those who are disadvantaged or underrepresented in the community, and promote their social mobility. Community developers promote citizen participation in decision-making for the community. Many times, residents are unaware of or do not understand the community issues they face that are being addressed by the local government, or they are unable to attend public meetings. Community developers often become intermediaries between government agencies and officials and community residents. This builds consensus and allows participation among various groups. They also offer consultant services in problem diagnosis and awareness. Planners also promote citizen participation and consensus building by holding public hearings on all subdivision, zoning, and planning issues. They facilitate stakeholder meetings and collaborative processes. They also participate in problem diagnosis and offer alternative dispute resolution⁹ through mediation. Collaboration/cooperation are not necessarily included in the framework of economic developers. However, they may become involved with problem diagnosis, especially if the problem has to do with development (e.g. urban sprawl), by obtaining community input on identifying community problems and possible solutions.

⁹ "Alternative Dispute Resolution ('ADR') refers to any means of settling disputes outside of the courtroom"(legal information institute <http://www.hg.org/cgi-bin/redir.cgi?url=http://www.law.cornell.edu/topics/adr.html>)

Community Facilities are facilities for recreation, civic activities, social gathering, and the meeting of community group organizations. Within comprehensive and/or land-use plans, planners are usually responsible for inventorying existing community facilities and analyzing their trends of development. They then may recommend new facilities being built or remain available for consultation on the location of needed facilities as they arise. Planners also plan for recreational open-space, such as parks and playgrounds, by allocating for such in land-use plans and zoning ordinances. Community developers become involved when the need arises for community facilities and recreational open-space to be improved or expanded. Often they work in coordination with community groups to build or renovate such facilities. Economic developers may participate in this by allocating funds or offering incentives when improving such facilities may increase the likelihood of businesses or industries locating in the area.

Along these same lines, community developers also facilitate through their office many community services such as: emergency food services, referring community members to food banks and charitable organizations; health services, referring the needy to free health clinics; and senior citizen services, such as 'Meals-On-Wheels'. In a different way, economic developers are involved with community services through advocating improved sanitary sewer and water treatment systems and

the location and construction of infrastructure. These services increase the likelihood of development in an area. Similarly, growth management is a planning strategy that requires coordination between new development and infrastructure.

Crime is an issue that many believe is left solely up to the police; however, there are many others involved in the attempt to deter crime. Community developers help communities form neighborhood anti-crime and neighborhood watch programs. Planners are involved in the location of police station and streetlight standards through the land-use plan and zoning provisions that encourage mixed-use development, increasing the number of 'eyes on the street.'

Education is another issue seemingly often left to the powers that be (e.g. the mayor and the Board of Education), but again planners become involved through the land-use plan in the location of schools. They may allocate land for institutional use or advise decision-makers in prime locations for schools. Community developers advocate for school improvement and facilitate literacy and job training. They assist in finding and/or coordinating child care for workers and youth services such as after-school programs. Economic developers may not formally be involved in school improvement issues, though good schools can be an important location factor for incoming companies and workers.

Local planners are concerned with environmental resources. Through development regulations, they are able to analyze site designs to ensure they are meeting all regulations, such as run-off control regulations, which allow for rainwater absorption, prevent erosion, and allow for cleaner water. Planners often advocate the protection of open space and initiate greenway plans to allow interconnectivity between such open spaces. They also promote air and water pollution control through site analysis and regulations. Economic developers may also promote greenway development through grant monies because it increases quality of life for the area.

Housing and Property Development is an issue often associated with Community Development. This involves facilitating programs for fair housing, including many times writing and receiving grants from the federal government for low-income housing vouchers or sweat equity homes. They may advocate home repair or fund rehabilitation of existing low-income housing. Planners become involved by allowing for inclusionary zoning and subdivision regulations, to allocate increased density in residential areas. Economic developers tend not to be involved in housing issues, though housing can also be a location factor for incoming industries and their employees.

Transportation involves not only planning for cars, but other modes of transportation such as air and mass transit bus systems and

rail lines. Also involved in transportation is the inventory, improvement, and building of new street systems and parking facilities. Economic developers are concerned improved street circulation, parking, and street-cleaning. These factors promote a positive working environment and increase the likelihood of development in an area. Planners become involved in the formation of transportation plans as part of the comprehensive plan. This involves analysis of transportation modes and systems and of parking facilities. It also involves making recommendations for improved facilities. Community developers advocate for the availability and improvement of transit systems. This allows for greater resource availability for low-income and disabled residents

Unemployment is an important issue in government. Community developers, through their office or by supporting non-profit organizations, offer job-training programs and unemployment assistance. Economic developers facilitate job creation when they encourage new development. This can be done through incentives such as tax breaks or development grants. They may also work in coordination with non-profit organizations and community development agencies to assist in job training. Planners are concerned with residents' proximity to the workplace by allocating for mixed-use development and the availability of transit systems.

Urban design involves the aesthetic quality of the community. Planners are largely involved in urban design as it entails the physical planning of the community. They promote downtown revitalization, rehabilitation and adaptive re-use, sprawl-reducing techniques, through government incentives. They facilitate the development of historic preservation activities (e.g. historic zoning commissions and historic overlays) and assist communities in developing design guidelines. They devise historic overlays, and are involved in the administration of design review processes. Economic developers also promote downtown revitalization, rehabilitation and re-use, and improved pedestrian amenities through government incentives, as well as directly through their office in capital projects. Community developers promote historic preservation by helping community groups organize and build consensus among the various stakeholders in historic areas. They also advocate rehabilitation and re-use through various grants to improve the overall community and quality of life.

On the basis of this analysis of the literature, a matrix (see Table 2.1) was developed of the roles and responsibilities of professionals in each field.

Table 2.1 Literature Comparison Matrix

COMMUNITY ISSUES	Community Development	Economic Development	Local Planning
Business Development			
Analysis of trends/Inventory of available sites		X	X
Land acquisition		X	
Promoting specific sites		X	
Zoning land for commercial/industrial development			X
Site Analysis			X
Business Relocation		X	
Redevelopment of blighted areas/Brownsfields	X	X	
Business Improvement	X	X	X
Business incubators	X	X	
Tax abatements		X	
Direct loans/Loan guarantees	X	X	
Developing export markets		X	
Incentives for small/local businesses		X	
Social Capital			
Community group organization	X		
Citizen participation/collaborative models	X		X
Problem diagnosis	X	X	X
Promotion of social mobility for disadvantaged/minorities	X		
Consensus building/stakeholder analysis	X		X
Alternative dispute resolution			X
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			X
Recommendation for new facilities			X
Improved/expanded recreational facilities	X	X	
Recreational open-space planning	X		X
Community Services			
Emergency food services	X		
Health services	X		
Senior citizen services	X		
Improved sanitary sewage and water treatment systems		X	
Location and construction of infrastructure			X

Table 2.1 Continued

COMMUNITY ISSUES	Community Development	Economic Development	Local Planning
Crime			
Anti-crime/neighborhood watch programs	X		
Location of police stations			X
Streetlight standards			X
Mixed-use development			X
Education			
Youth services	X		
Child care	X		
Literacy training	X		
Promotion of school improvement	X		
Location of schools			X
Environmental Resources			
Protection of open space			X
Site Analysis			X
Run-off control regulations			X
Air and water pollution control			X
Greenway development		X	X
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		
Home repair	X		
Inclusionary zoning/subdivision regulations			X
Transportation			
Analysis of transportation modes			X
Availability/Improvement of transit systems	X		X
Inventory of existing street systems			X
Location and design of parking facilities			X
Improved/expanded parking		X	X
Improved traffic circulation/streets		X	X
Improved street-cleaning, garbage collection		X	
Unemployment			
Job creation		X	
Job training	X	X	
Unemployment assistance	X		
Proximity to workplace			X

Table 2.1 Continued

COMMUNITY ISSUES	Community Development	Economic Development	Local Planning
Urban design			
Historic preservation	X		X
Downtown re-vitalization		X	X
Formulation of Design Regulations			X
Improved pedestrian amenities		X	X
Rehabilitation/adaptive re-use	X	X	X
Total	27	23	34

Selection of Cities

From the U.S. Census 2000, a list was obtained of all U.S. cities over 25,000 in population in each state. Using the classifications of regions (Northeast, Midwest, West and South), also from the U.S. Census 2000, the states were categorized by region. The cities from each state in each region were then categorized by size groups: 50,000-99,999 and 100,000+.

A table was developed (in Excel) of all the cities, placed into each prospective category (see Figure 2.1). Using the random number function ($\text{RAND}()*(b-a)+a$) to generate a random number between a and b, a random city from each category was selected. For instance, in the 100,000+ population category of cities from the Northeast, the cities begin in row number nine and end in row number thirty-seven. Using the random number function, $\text{RAND}()*(37-9)+9$, the number fourteen was randomly selected. The city of Boston, Massachusetts was located at row

NORTHEAST		
100,000+	50,000-99,999	25,000-49,999
Bridgeport, CT	Bristol, CT	Middletown, CT
Hartford, CT	Danbury, CT	Naugatuck, CT
New Haven, CT	Meriden, CT	New London, CT

MIDWEST		
100,000+	50,000-99,999	25,000-49,999
Aurora, IL	Arlington Heights, IL	Addison, IL
Chicago, IL	Berwyn, IL	Alton, IL
Joliet, IL	Bloomington, IL	Belleville, IL

WEST		
100,000+	50,000-99,999	25,000-49,999
Anchorage, AK	Flagstaff, AZ	Fairbanks, AK
Chandler, AZ	Yuma, AZ	Juneau, AK
Gilbert, AZ	Alameda, CA	Prescott, AZ

SOUTH		
100,000+	50,000-99,999	25,000-49,999
Birmingham, AL	Decatur, AL	Auburn, AL
Huntsville, AL	Dothan, AL	Bessemer, AL
Mobile, AL	Hoover, AL	Florence, AL

Figure 2.1 Location/Population

number fourteen and thus was selected as a city for use as a case study (see Figure 2.2).

This was done for each category so that one city from each population category was selected from each region for a total of eight cities. For the Northeast, these were: Boston, MA and Passaic, NJ. For the Midwest: Livonia, MI and Dearborn Heights, MI. For the West: San Buenaventura, CA and San Marcos, CA. And for the South: Orlando, FL and Lawton, OK.

Using "State and Local Government on the Net: A directory of official state, county, and city government websites" at www.statelocalgov.net, websites were located for each of the cities selected to be used as case studies (see Figure 2.3). By clicking on a state, a list is given of the counties and cities in that state that have primary government websites. By clicking on a prospective city, the website automatically comes up. Once access was gained to a website, a section was found on city government, most often entitled "City Departments." First, a search was done for departments of Community Development, Economic Development, and Planning. Each of these departments found was researched in great detail. Then, the other city departments were examined to see if they performed any of the functions mentioned in the literature for the three topics. The information was obtained to compare the cities to the matrix formed from the literature.

NORTHEAST		
100,000+	50,000-99,999	25,000-49,999
Bridgeport, CT	Bristol, CT	Middletown, CT
Hartford, CT	Danbury, CT	Naugatuck, CT
New Haven, CT	Meriden, CT	New London, CT
Stamford, CT	Milford, CT	Norwich, CT
Waterbury, CT	New Britain, CT	Shelton, CT
Boston, MA	Norwalk, CT	Torrington, CT
Cambridge, MA	West Haven, CT	Bangor, ME
Lowell, MA	Portland, ME	Lewiston, ME
Springfield, MA	Brockton, MA	Attleboro, MA
Worcester, MA	Chicopee, MA	Beverly, MA
Manchester, NH	Fall River, MA	Chelsea, MA
Elizabeth, NJ	Haverhill, MA	Everett, MA
Jersey City, NJ	Lawrence, MA	Fitchburg, MA
Newark, NJ	Lynn, MA	Gloucester, MA
Paterson, NJ	Malden, MA	Holyoke, MA
Buffalo, NY	Medford, MA	Leominster, MA
NYC Bronx	New Bedford, MA	Marlborough, MA
NYC Brooklyn	Newton, MA	Melrose, MA
NYC Manhattan	Quincy, MA	Northampton, MA
NYC Queens	Somerville, MA	Peabody, MA
NYC Staten Island	Taunton, MA	Pittsfield, MA
Rochester, NY	Waltham, MA	Revere, MA
Syracuse, NY	Nashua, NH	Salem, MA
Yonkers, NY	Bayonne, NJ	Westfield, MA
Allentown, PA	Camden, NJ	Woburn, MA
Erie, PA	Clifton, NJ	Concord, NH
Philadelphia, PA	East Orange, NJ	Dover, NH
Pittsburgh, PA	Passaic, NJ	Rochester, NH
Providence, RI	Trenton, NJ	Atlantic City, NJ
14	Union City, NJ	Fair Lawn, NJ

Figure 2.2 Random Selections of Cities

State and Local Government on the Net

A directory of official state, county, and city government websites www.statelocalgov.net

The State and Local Government on the Net Directory provides convenient one-stop access to the websites of thousands of state agencies and city and county governments. Only pages that are controlled and managed by state and local government agencies are included. Use the drop-down menus on the left to view directory pages for:

- **States:** View all the websites in a given state -- from a state's home page or governor's site all the way down to the sites of the smallest counties or townships with a presence on the Web.
- **Topics:** Access quick lists of the websites of state government constitutional officers, state legislatures, state judiciaries and departments across ALL states.

Note: We have changed our links, please update your bookmarks. The state topical pages are new. Please let us know what you think of them.

* Date of last update if less than 30 days

**Listing 9303
Government Websites**

Select State

Select Topic

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- Alabama
- Alaska
- Arizona 2/11
- Arkansas
- California
- Colorado 1/26
- Connecticut
- Delaware
- Florida 1/28
- Georgia
- Hawaii
- Idaho
- Illinois
- Indiana
- Iowa
- Kansas 2/15
- Kentucky 2/12
- Louisiana
- Maine

- New Jersey 1/30
- New Mexico 2/15
- New York 1/28
- North Carolina
- North Dakota
- Ohio 2/11
- Oklahoma
- Oregon
- Pennsylvania 2/11
- Rhode Island 2/11
- South Carolina 1/29
- South Dakota
- Tennessee
- Texas
- Utah
- Vermont
- Virginia 2/12
- Washington
- West Virginia

All 50 States

- Homepages
- Governor-LI Governor
- Atty General
- Secretary of State
- Legislature
- Judicial
- Aging
- Agriculture
- Arts
- Education
- Health
- Jobs
- Libraries
- Military

Figure 2.3 Government Website

Chapter 3 Results

Boston, Massachusetts

The city of Boston has a population of close to 600, 000 people. According to the hypothesis, Boston should have separate Community Development, Economic Development, and Planning Departments. The City of Boston Online offers government information under the heading “city services.” The government is divided into cabinets rather than departments. Of the three areas discussed earlier, Boston only lists one such cabinet: Economic Development. It is evident by the listings given that the Cabinet of Economic Development works in close coordination with the Cabinet of Housing. The Cabinet of Housing performs many community development functions as well as economic development functions. Listed under both headings is Boston’s Department of Neighborhood Development (DND). The DND offers a variety of programs and services including business location, fair and low-income housing development, elderly housing, and neighborhood open space planning. A division of the DND is the Office of Business Development (OBD) which offers location and promotion of land sites for development, loans and technical assistance for small businesses, and business revitalization and rehabilitation. One component of the OBD is the Main Streets Program, which focuses on issues such as historic preservation and

small business recruitment. The Boston Redevelopment Authority (BRA) is also listed under the Cabinet of Economic Development. The BRA is considered Boston's Planning and Economic Development Agency. Within the BRA and "Planning Initiatives," are programs that include community development planning, corridor/air right planning, municipal harbor planning, policy planning, project and implementation plans, and public realm planning. The BRA's Economic Development Division includes Development Review, Community Development and Housing, Institutional Planning and Development, Industrial Development, Financial Services, and Artist Space Initiative. The Cabinet of Economic Development also includes several community programs such as Jobs and Community Services and Read Boston, a literacy program. In Boston, there is obviously an overlap of community development, economic development, and planning activities and functions between the various divisions, most of which are included under the Cabinet of Economic Development (see Table 3.1).

Passaic, New Jersey

The city of Passaic, New Jersey is similar to Boston in that it only has one department of the three discussed. However, it is significantly smaller, with a population of 67, 861 persons. Passaic has a Department

Table 3.1 Boston, Massachusetts

COMMUNITY ISSUES	Cabinet of Housing	Cabinet of Economic Development	BRA (under Econ. Dev.)
Business Development			
Analysis of trends/Inventory of available sites	X	X	
Land acquisition		X	
Promoting specific sites	X		X
Zoning land for commercial/industrial development		X	X
Site Analysis		X	
Business Relocation	X		
Redevelopment of blighted areas/Brownsfields		X	
Business Improvement	X	X	
Business incubators			
Tax abatements	X	X	X
Direct loans/Loan guarantees	X	X	
Developing export markets	X		
Incentives for small/local businesses	X	X	
Social Capital			
Community group organization			
Citizen participation/collaborative models	X	X	X
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities			X
Consensus building/stakeholder analysis	X		X
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			X
Recommendation for new facilities			X
Improved/expanded recreational facilities		X	X
Recreational open-space planning	X		X
Community Services			
Emergency food services	X		
Health services			
Senior citizen services	X		
Improved sanitary sewage and water treatment systems		X	X
Location and construction of infrastructure		X	X

Table 3.1 Continued

COMMUNITY ISSUES	Cabinet of Housing	Cabinet of Economic Development	BRA (under Econ. Dev.)
Crime			
Anti-crime/neighborhood watch programs			
Location of police stations			
Streetlight standards			X
Mixed-use development			X
Education			
Youth services	X		
Child care			
Literacy training	X		
Promotion of school improvement		X	X
Location of schools			X
Environmental Resources			
Protection of open space			X
Site Analysis			
Run-off control regulations			
Air and water pollution control			
Greenway development			X
Housing and Property Development			
Programs for fair housing	X	X	X
Rehab of low-income housing	X	X	X
Home repair	X		X
Inclusionary zoning/subdivision regulations			X
Transportation			
Analysis of transportation modes			X
Availability/Improvement of transit systems	X	X	X
Inventory of existing street systems			X
Location and design of parking facilities			X
Improved/expanded parking		X	X
Improved traffic circulation/streets		X	X
Improved street-cleaning, garbage collection			X
Unemployment			
Job creation	X		
Job training	X	X	
Unemployment assistance	X		
Proximity to workplace			X

Table 3.1 Continued

COMMUNITY ISSUES	Cabinet of Housing	Cabinet of Economic Development	BRA (under Econ. Dev.)
Urban design			
Historic preservation	X		X
Downtown re-vitalization	X	X	X
Formulation of Design Regulations	X		X
Improved pedestrian amenities		X	X
Rehabilitation/adaptive re-use	X		X
Total	26	22	35
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	16 out of 26	15 out of 23	25 out of 34

Source: <http://www.cityofboston.gov/>

of Community Development divided into: the Division of Planning and Redevelopment, the Division of Housing, the Division of Code Enforcement, and includes the Urban Enterprise Zone (UEZ) and the Community Development Block Grant (CDBG) & HOME programs. While the website does not offer information on the responsibilities/programs of the divisions, it does offer some information on the UEZ, the CDBG, and HOME programs. The CDBG is a federal government program that funds cities for various activities. Passaic offers these funds to non-profit organizations that provide services to low-income families, including community services and facilities, historic preservation, and housing rehabilitation. HOME programs are for the provision/improvement of low-income housing. The Urban Enterprise Zone Program is more of an economic development program, offering services such as site analysis/promotion, business loans, and street improvement. It is evident from the website that the Division of Planning & Redevelopment reviews site plans and new development applications, reviews variance requests, and deals with zoning issues and regulations. Passaic's Department of Community Development not only facilitates community development activities, it also encompasses economic development and planning functions as well. There is a Division of Planning as part of the department but no division of Economic Development mentioned (see Table 3.2).

Table 3.2 Passaic, New Jersey

COMMUNITY ISSUES	Dept. of Community Development	UEZ (under Community Development)	Division of Planning (under Community Development)
Business Development			
Analysis of trends/Inventory of available sites		X	
Land acquisition	X		
Promoting specific sites		X	
Zoning land for commercial/industrial development			X
Site Analysis		X	X
Business Relocation			
Redevelopment of blighted areas/Brownsfields			
Business Improvement	X	X	
Business incubators			
Tax abatements			
Direct loans/Loan guarantees		X	
Developing export markets			
Incentives for small/local businesses	X	X	
Social Capital			
Community group organization			
Citizen participation/collaborative models			
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities	X		
Consensus building/stakeholder analysis			
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			
Recommendation for new facilities			
Improved/expanded recreational facilities	X		
Recreational open-space planning			

Table 3.2 Continued

COMMUNITY ISSUES	Dept. of Community Development	UEZ (under Community Development)	Division of Planning (under Community Development)
Community Services			
Emergency food services	X		
Health services	X		
Senior citizen services	X		
Improved sanitary sewage and water treatment systems		X	
Location and construction of infrastructure			
Crime			
Anti-crime/neighborhood watch programs		X	
Location of police stations			
Streetlight standards			
Mixed-use development			X
Education			
Youth services	X		
Child care	X		
Literacy training	X		
Promotion of school improvement			
Location of schools			
Environmental Resources			
Protection of open space			
Site Analysis			
Run-off control regulations			
Air and water pollution control			
Greenway development			
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		
Home repair	X		
Inclusionary zoning/subdivision regulations			X
Transportation			
Analysis of transportation modes			
Availability/Improvement of transit systems			
Inventory of existing street systems			

Table 3.2 Continued

COMMUNITY ISSUES	Dept. of Community Development	UEZ (under Community Development)	Division of Planning (under Community Development)
Location and design of parking facilities			
Improved/expanded parking			
Improved traffic circulation/streets		X	
Improved street-cleaning, garbage collection		X	
Unemployment			
Job creation			
Job training	X		
Unemployment assistance			
Proximity to workplace			
Urban design			
Historic preservation	X		
Downtown re-vitalization			
Formulation of Design Regulations			
Improved pedestrian amenities		X	
Rehabilitation/adaptive re-use	X		
Total	17	11	4
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	15 out of 26	9 out of 23	4 out of 34

Source: <http://www.cityofpassaic.com/>

Livonia, Michigan

The city of Livonia, Michigan, with a population of slightly over 100, 000 people, specifically has departments of Economic Development and Planning, but also has departments of Community Resources and Housing which serve community development roles. Community Resources offers services such as transit information, food distribution, senior citizen services, and youth services. Limited information is given concerning the Economic Development and Planning Departments. It is known, however, that Planning facilitates site planning, the zoning ordinance, and works in conjunction with the Planning Commission. The Plymouth Road Development Plan, which addresses landscaping, utilities, circulation and parking, lighting, and signage of the Plymouth Road Corridor, falls under Planning. The Planning Department also works in conjunction with the Economic Development Department, both sharing the same director. The Economic Development Department works to retain and expand businesses and promotes industrial and commercial location in the area while facilitating business incentives, zoning, environmental resources, and infrastructure. Livonia has all three of the discussed areas of government as deduced by the hypothesis for a city of such size; however, there is some overlap in the latter two (See Table 3.3).

Table 3.3 Livonia, Michigan

COMMUNITY ISSUES	Dept. of Community Resources/Dept. of Housing	Dept. of Economic Development	Planning Dept.
Business Development			
Analysis of trends/Inventory of available sites		X	X
Land acquisition			
Promoting specific sites			
Zoning land for commercial/industrial development		X	
Site Analysis			X
Business Relocation			
Redevelopment of blighted areas/Brownsfields		X	
Business Improvement			
Business incubators			
Tax abatements			
Direct loans/Loan guarantees			
Developing export markets			
Incentives for small/local businesses		X	
Social Capital			
Community group organization	X		
Citizen participation/collaborative models			
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities	X		
Consensus building/stakeholder analysis			
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			
Recommendation for new facilities			
Improved/expanded recreational facilities			
Recreational open-space planning			
Community Services			
Emergency food services	X		
Health services	X		
Senior citizen services	X		

Table 3.3 Continued

COMMUNITY ISSUES	Dept. of Community Resources/Dept. of Housing	Dept. of Economic Development	Planning Dept.
Improved sanitary sewage and water treatment systems		X	
Location and construction of infrastructure		X	X
Crime			
Anti-crime/neighborhood watch programs			
Location of police stations			
Streetlight standards			X
Mixed-use development			
Education			
Youth services	X		
Child care	X		
Literacy training			
Promotion of school improvement			
Location of schools			
Environmental Resources			
Protection of open space	X		
Site Analysis			X
Run-off control regulations		X	
Air and water pollution control	X	X	
Greenway development			X
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		
Home repair	X		
Inclusionary zoning/subdivision regulations			
Transportation			
Analysis of transportation modes			
Availability/Improvement of transit systems	X		
Inventory of existing street systems			X
Location and design of parking facilities			X
Improved/expanded parking			X
Improved traffic circulation/streets			X
Improved street-cleaning, garbage collection			X

Table 3.3 Continued

COMMUNITY ISSUES	Dept. of Community Resources/Dept. of Housing	Dept. of Economic Development	Planning Dept.
Unemployment			
Job creation		X	
Job training	X		
Unemployment assistance	X		
Proximity to workplace	X		
Urban design			
Historic preservation			
Downtown re-vitalization			
Formulation of Design Regulations			X
Improved pedestrian amenities			X
Rehabilitation/adaptive re-use			
Total	16	9	13
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	12 out of 26	5 out of 23	12 out of 34

Source: <http://www.ci.livonia.mi.us/bin/site/wrappers/splash.asp>

Dearborn Heights, Michigan

The city of Dearborn Heights, Michigan, population 58,264, has a combined Department of Community *and* Economic Development which offers programs in fair housing, public services, and HUD loans. Most of the services offered by the Department focus on low-income housing. There is no indication of any planning agency or organization within the city government (see Table 3.4).

San Buenaventura, California

The city of San Buenaventura, CA, or simply Ventura, population 100, 916, has a Department of Community Development under which there is a Division of Planning. The Community Development Department as a whole deals with economic development and quality of life issues. It promotes job creation and commercial/industrial creation, expansion, and retention. Through the Downtown Housing Strategy and Specific Plan, the Department of Community Development deals with housing issues (e.g. low-income housing, housing rehabilitation), and downtown preservation, streetscape, and parking improvements. The Planning Division facilitates the Comprehensive Plan which includes goals for development of the city, land-use, environmental and

Table 3.4 Dearborn Heights, Michigan

COMMUNITY ISSUES	Dept. of Community & Economic Development	Economic Development (combined with Community Development)	No Local Planning mentioned
Business Development			
Analysis of trends/Inventory of available sites	X		
Land acquisition			
Promoting specific sites			
Zoning land for commercial/industrial development			
Site Analysis			
Business Relocation			
Redevelopment of blighted areas/Brownsfields			
Business Improvement			
Business incubators			
Tax abatements			
Direct loans/Loan guarantees			
Developing export markets			
Incentives for small/local businesses			
Social Capital			
Community group organization			
Citizen participation/collaborative models			
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities	X		
Consensus building/stakeholder analysis			
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			
Recommendation for new facilities			
Improved/expanded recreational facilities			
Recreational open-space planning			
Community Services			

Table 3.4 Continued

COMMUNITY ISSUES	Dept. of Community & Economic Development	Economic Development (combined with Community Development)	No Local Planning mentioned
Emergency food services			
Health services			
Senior citizen services	X		
Improved sanitary sewage and water treatment systems			
Location and construction of infrastructure			
Crime			
Anti-crime/neighborhood watch programs			
Location of police stations			
Streetlight standards			
Mixed-use development			
Education			
Youth services			
Child care			
Literacy training			
Promotion of school improvement			
Location of schools			
Environmental Resources			
Protection of open space			
Site Analysis			
Run-off control regulations			
Air and water pollution control			
Greenway development			
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		
Home repair	X		
Inclusionary zoning/subdivision regulations			
Transportation			
Analysis of transportation modes			
Availability/Improvement of transit systems	X		
Inventory of existing street systems			

Table 3.4 Continued

COMMUNITY ISSUES	Dept. of Community & Economic Development	Economic Development (combined with Community Development)	No Local Planning mentioned
Location and design of parking facilities			
Improved/expanded parking			
Improved traffic circulation/streets			
Improved street-cleaning, garbage collection			
Unemployment			
Job creation			
Job training			
Unemployment assistance			
Proximity to workplace			
Urban design			
Historic preservation			
Downtown re-vitalization			
Formulation of Design Regulations			
Improved pedestrian amenities			
Rehabilitation/adaptive re-use			
Total	7	0	0
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	6 out of 26	0 out of 23	0 out of 34

Source: <http://www.dhol.org/index2.htm>

transportation issues, and reviews development plans, many of which are coordinated through the Community Development Department. Ventura also has a Community Services Department offering Senior Citizen Services such as special events, health, fitness and recreational programs, and educational activities, and Youth Services such as sports programs, nature and history outreach, Special Olympics, and a community center. This department also manages the Community Park and promotes preservation, cultural activities, and economic development in the downtown area. Thus, Ventura's Department of Community Development covers several of the community development, economic development, and planning roles (see Table 3.5).

San Marcos, California

San Marcos, CA, with a population of 54, 977 people, has a department called Development Services that holds the Building, Planning, and Engineering Divisions. The Planning Division promotes development guidelines including the general plan, various specific plans, and design guidelines. It also administers the Storm water Management Program. San Marcos also has a Department of Economic Development. On the website, it offers demographic information, updates on recent development, and available commercial and industrial

Table 3.5 San Buenaventura, California

COMMUNITY ISSUES	Dept. of Community Development	Economic Development as a function of Community Development Dept. (no dept.)	Division of Planning (under Community Development)
Business Development	X		
Analysis of trends/Inventory of available sites			
Land acquisition			
Promoting specific sites			
Zoning land for commercial/industrial development			X
Site Analysis			
Business Relocation		X	
Redevelopment of blighted areas/Brownsfields			
Business Improvement		X	
Business incubators			
Tax abatements			
Direct loans/Loan guarantees			
Developing export markets			
Incentives for small/local businesses			
Social Capital			
Community group organization			
Citizen participation/collaborative models			X
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities			
Consensus building/stakeholder analysis			X
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			X
Recommendation for new facilities			X
Improved/expanded recreational facilities			

Table 3.5 Continued

COMMUNITY ISSUES	Dept. of Community Development	Economic Development as a function of Community Development Dept. (no dept.)	Division of Planning (under Community Development)
Recreational open-space planning	X		
Community Services			
Emergency food services			
Health services			
Senior citizen services	X		
Improved sanitary sewage and water treatment systems			X
Location and construction of infrastructure			X
Crime			
Anti-crime/neighborhood watch programs			
Location of police stations			
Streetlight standards			
Mixed-use development	X		X
Education			
Youth services			
Child care			
Literacy training			
Promotion of school improvement			
Location of schools			X
Environmental Resources			
Protection of open space	X		X
Site Analysis			X
Run-off control regulations			
Air and water pollution control			
Greenway development			
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		

Table 3.5 Continued

COMMUNITY ISSUES	Dept. of Community Development	Economic Development as a function of Community Development Dept. (no dept.)	Division of Planning (under Community Development)
Home repair	X		
Inclusionary zoning/subdivision regulations			X
Transportation			
Analysis of transportation modes			X
Availability/Improvement of transit systems			
Inventory of existing street systems			
Location and design of parking facilities	X		
Improved/expanded parking	X		
Improved traffic circulation/streets			X
Improved street-cleaning, garbage collection			X
Unemployment			
Job creation	X	X	
Job training			
Unemployment assistance			
Proximity to workplace			
Urban design			
Historic preservation	X		X
Downtown re-vitalization	X		X
Formulation of Design Regulations	X		
Improved pedestrian amenities	X		
Rehabilitation/adaptive re-use	X		
Total	16	3	17
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	7 out of 26	3 out of 23	15 out of 34

Source: <http://www.ci.ventura.ca.us/>

space. It hosts the San Marcos Economic Development Corporation, a non-profit 501c6 corporation supporting the community through comprehensive planning. The Department of Parks and Community Services offers senior services, child care and youth services, recreational open-space and community facilities. The Redevelopment Agency is a separate agency (linked to the city as the City Council is its Board of Directors) that performs roles that typically an Economic Development Department would perform including public improvements and also some Community Development responsibilities such as public housing. San Marcos has governmental departments and agencies that fulfill several community development, economic development, and planning responsibilities (see Table 3.6); however, they utilize several non-profit/quasi-governmental agencies to aid in such activities.

Orlando, Florida

The city of Orlando, FL, with a population of around 185,000 people, should, according to the hypothesis presented, predictably have separate departments of community development, economic development, and planning. Actually, Orlando has a Department of Economic Development that includes Business Development, City Planning, Downtown Development, and the Arts. Business Development

Table 3.6 San Marcos, California

COMMUNITY ISSUES	Department of Parks and Community Services	Department of Economic Development	Department of Development Services Planning Division
Business Development			
Analysis of trends/Inventory of available sites		X	
Land acquisition			
Promoting specific sites			
Zoning land for commercial/industrial development			
Site Analysis			X
Business Relocation			
Redevelopment of blighted areas/Brownsfields		X	
Business Improvement		X	
Business incubators			
Tax abatements			
Direct loans/Loan guarantees			
Developing export markets			
Incentives for small/local businesses		X	
Social Capital			
Community group organization	X		
Citizen participation/collaborative models			
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities			
Consensus building/stakeholder analysis			
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			
Recommendation for new facilities			
Improved/expanded recreational facilities	X		X
Recreational open-space planning	X		X

Table 3.6 Continued

COMMUNITY ISSUES	Department of Parks and Community Services	Department of Economic Development	Department of Development Services Planning Division
Community Services			
Emergency food services			
Health services	X		
Senior citizen services	X		
Improved sanitary sewage and water treatment systems			
Location and construction of infrastructure			X
Crime			
Anti-crime/neighborhood watch programs			
Location of police stations			
Streetlight standards			
Mixed-use development			
Education			
Youth services	X		
Child care	X		
Literacy training			
Promotion of school improvement			
Location of schools			
Environmental Resources			
Protection of open space			X
Site Analysis			
Run-off control regulations			X
Air and water pollution control			
Greenway development	X		
Housing and Property Development			
Programs for fair housing			X
Rehab of low-income housing			
Home repair			
Inclusionary zoning/subdivision regulations			
Transportation			
Analysis of transportation modes			
Availability/Improvement of transit systems			
Inventory of existing street systems			X

Table 3.6 Continued

COMMUNITY ISSUES	Department of Parks and Community Services	Department of Economic Development	Department of Development Services Planning Division
Location and design of parking facilities			
Improved/expanded parking			
Improved traffic circulation/streets			X
Improved street-cleaning, garbage collection			
Unemployment			
Job creation		X	
Job training			
Unemployment assistance			
Proximity to workplace			
Urban design			
Historic preservation			
Downtown re-vitalization			
Formulation of Design Regulations			X
Improved pedestrian amenities			
Rehabilitation/adaptive re-use		X	
Total	8	6	10
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	7 out of 26	6 out of 23	8 out of 34

Source: <http://www.ci.san-marcos.ca.us/>

deals with industry recruitment, workforce education, small and local business development, and downtown infill/redevelopment. They also work in coordination with a public-private organization called the Economic Development Commission. The City Planning sector has several divisions including: growth management, land development, urban design, historic preservation, and transportation planning. These various divisions are responsible for maintaining and updating various plans, conducting development reviews, dealing with zoning and subdivision regulation issues, protecting historic buildings and developing design guidelines, neighborhood beautification and safety, and travel research and development. Downtown Development and the Arts work in coordination with the Downtown Development Bureau and the Planning Agency in developing a downtown plan for the improvement of the area functionally, aesthetically, and culturally. Orlando also has a Housing Department which fulfills many Community Development roles. At times it is referred to as the Housing and Community Development Department. Though, it mostly, deals with housing, including fair housing programs and rehab and repair of low-income housing, the plan of action includes improvement of community and recreational facilities, historic preservation and public services. The Department of Housing and Community Development works closely with the Department of Economic Development so that there is an overlap of many of the

functions and responsibilities, much like that of the city of Boston (see Table 3.7).

Lawton, Oklahoma

The city of Lawton, Oklahoma, with a population of close to 100, 000, has a department of Housing and Community Development and a Department of Planning. The Department of Housing and Community Development works with various grants such as CDBG and HOME, dealing with various community issues such as revitalization, economic development, community facilities, fair housing and housing rehabilitation and repair. They fund programs such as the Great Plains Improvement Foundation Inc. which offers food, health, and child services, job training, transit services, welfare-to-work programs, and homeless shelters. The Planning Department encompassing comprehensive planning, land-use and zoning, transportation, and governmental support functions including urban renewal, mass transit, and air quality. There were no departments or divisions of Economic Development listed for the city of Lawton, nor were there *specific* economic development functions listed under the Department of Community Development (see Table 3.8).

Table 3.7 Orlando, Florida

COMMUNITY ISSUES	Housing & Community Development Dept.	Dept. of Economic Development	City Planning as a sector of Economic Development
Business Development			
Analysis of trends/Inventory of available sites			
Land acquisition	X		
Promoting specific sites		X	
Zoning land for commercial/industrial development			X
Site Analysis			X
Business Relocation		X	
Redevelopment of blighted areas/Brownsfields			
Business Improvement		X	
Business incubators			
Tax abatements			
Direct loans/Loan guarantees			
Developing export markets			
Incentives for small/local businesses		X	
Social Capital			
Community group organization			
Citizen participation/collaborative models	X		
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities	X		
Consensus building/stakeholder analysis			
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			
Recommendation for new facilities			
Improved/expanded recreational facilities	X		
Recreational open-space planning	X	X	
Community Services			
Emergency food services			

Table 3.7 Continued

COMMUNITY ISSUES	Housing & Community Development Dept.	Dept. of Economic Development	City Planning as a sector of Economic Development
Health services	X		
Senior citizen services	X		
Improved sanitary sewage and water treatment systems	X		X
Location and construction of infrastructure	X		
Crime			
Anti-crime/neighborhood watch programs	X		X
Location of police stations			X
Streetlight standards			X
Mixed-use development		X	X
Education			
Youth services	X		
Child care	X		
Literacy training	X		
Promotion of school improvement	X		
Location of schools			
Environmental Resources			
Protection of open space			X
Site Analysis			
Run-off control regulations			
Air and water pollution control			
Greenway development			X
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		
Home repair	X		
Inclusionary zoning/subdivision regulations			X
Transportation			
Analysis of transportation modes			X
Availability/Improvement of transit systems		X	
Inventory of existing street systems			X
Location and design of parking facilities			X

Table 3.7 Continued

COMMUNITY ISSUES	Housing & Community Development Dept.	Dept. of Economic Development	City Planning as a sector of Economic Development
Improved/expanded parking	X	X	X
Improved traffic circulation/streets	X	X	X
Improved street-cleaning, garbage collection			X
Unemployment			
Job creation		X	
Job training	X	X	
Unemployment assistance	X		
Proximity to workplace		X	
Urban design			
Historic preservation	X		X
Downtown re-vitalization		X	X
Formulation of Design Regulations	X	X	X
Improved pedestrian amenities	X		X
Rehabilitation/adaptive re-use	X	X	
Total	25	15	20
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	18 out of 26	10 out of 23	17 out of 34

Source: <http://www.cityoforlando.net/>

Table 3.8 Lawton, Oklahoma

COMMUNITY ISSUES	Dept. of Housing & Community Development	Economic Development as a function of Housing & Community Development (no dept.)	Dept. of Planning
Business Development			
Analysis of trends/Inventory of available sites			
Land acquisition			
Promoting specific sites			
Zoning land for commercial/industrial development			X
Site Analysis			X
Business Relocation			
Redevelopment of blighted areas/Brownsfields			
Business Improvement	X		
Business Incubators			
Tax abatements			
Direct loans/Loan guarantees			
Developing export markets			
Incentives for small/local businesses			
Social Capital			
Community group organization			
Citizen participation/collaborative models			X
Problem diagnosis			
Promotion of social mobility for disadvantaged/minorities	X		
Consensus building/stakeholder analysis			
Alternative dispute resolution			
Community Facilities/Recreation			
Analysis of trends/Inventory of existing facilities			
Recommendation for new facilities			
Improved/expanded recreational facilities	X		
Recreational open-space planning			
Community Services			
Emergency food services	X		

Table 3.8 Continued

COMMUNITY ISSUES	Dept. of Housing & Community Development	Economic Development as a function of Housing & Community Development (no dept.)	Dept. of Planning
Health services	X		
Senior citizen services	X		
Improved sanitary sewage and water treatment systems			
Location and construction of infrastructure			X
Crime			
Anti-crime/neighborhood watch programs			
Location of police stations			
Streetlight standards			
Mixed-use development			
Education			
Youth services	X		
Child care	X		
Literacy training			
Promotion of school improvement			
Location of schools			
Environmental Resources			
Protection of open space			
Site Analysis			
Run-off control regulations			
Air and water pollution control			X
Greenway development			
Housing and Property Development			
Programs for fair housing	X		
Rehab of low-income housing	X		
Home repair	X		
Inclusionary zoning/subdivision regulations			X
Transportation			
Analysis of transportation modes			X
Availability/Improvement of transit systems	X		X
Inventory of existing street systems			X
Location and design of parking facilities			X

Table 3.8 Continued

COMMUNITY ISSUES	Dept. of Housing & Community Development	Economic Development as a function of Housing & Community Development (no dept.)	Dept. of Planning
Improved/expanded parking			X
Improved traffic circulation/streets			X
Improved street-cleaning, garbage collection			
Unemployment			
Job creation			
Job training	X		
Unemployment assistance	X		
Proximity to workplace	X		
Urban design			
Historic preservation			
Downtown re-vitalization	X		X
Formulation of Design Regulations			
Improved pedestrian amenities			
Rehabilitation/adaptive re-use	X		X
Total	17	0	14
Comparison to Table 2.1 Literature Comparison Matrix (Functions - # of X's)	15 out of 26	0 out of 23	14 out of 34

Source: <http://www.cityof.lawton.ok.us/>

Analysis of Results

Based on a review of the literature pertaining to local economic development, community development, and urban and/or city planning, it was determined that each of these subject matters is a distinct field with distinct roles and responsibilities. Therefore, it should be likely for cities, especially those of significant size (50,000+), to have separate departments of community development, economic development, and planning, with the exception that economic development may fall as a division of community development since community development defined encompasses economic development and community quality of life.

The case studies, cities ranging in population from 55, 000 to almost 600, 000, proved that the hypothesis is not necessarily true in the real world (see Table 3.9). Not one of the cities had three separate departments of community development, economic development, and planning. Two cities, Dearborn Heights and Orlando, have Departments of Community Development and Economic Development. One city, Lawton, has a Department of Community Development and a Department of Planning and one city, Livonia, has a Department of Economic Development and a Department of Planning. Two cities, Passaic and Ventura (San Buenaventura), have only a Department of

Table 3.9 Governmental Classifications

	Boston	Passaic	Livonia	Dearborn Heights	Ventura	San Marcos	Orlando	Lawton	Total
Depts. of Community Development, Economic Development, & Planning									0
Depts. of Community Development & Economic Development				X			X		2
Depts. of Community Development & Planning								X	1
Depts. of Economic Development & Planning			X						1
Dept. of Community Development ONLY		X			X				2
Dept. of Economic Development ONLY	X					X			2
Dept. of Planning ONLY									0
Economic Development as a Division of Community Development		X							1
Economic Development as a Division of Planning									0
Planning as a Division of Community Development					X				1
Planning as a Division of Economic Development	X						X		2
Community Development as a Division of Economic Development									0
Community Development as a Division of Planning									0

Community Development and two cities, Boston and San Marcos, have only a Department of Economic Development. Thus, half of the cities have two of the three departments while half of cities only have one of the three.

Even further, the functions of each department did not fully line up to those brought out in the literature (see Tables 3.1-3.8). In the community development field, in four out of eight cities, less the half of the responsibilities matched those in Literature Comparison Matrix (Table 2.1). For Economic Development, only one of the eight cities (Boston) had a match of over half the functions. Similarly, two cities (Boston and Orlando) had a match of over half the functions in Planning. Many, however, took on other tasks as needed. From this, we see that there is a diversification of responsibilities among the three fields. Especially where there are only one or two of the fields represented in departments or divisions, the functions may overlap among the three. Though the literature presented community development, economic development, and planning as three distinct fields, it did discuss the potential for overlap among the roles of the three. The case studies definitely suggested this to be true.

There are several functions that are discussed in the literature that are not prevalent in practice (see Table 3.10). Business incubators, given in the literature as a function of economic development, alternative

Table 3.10 Continued

COMMUNITY ISSUES	Boston	Passaic	Livonia	Dearborn Heights	Ventura	San Marcos	Orlando	Lawton	Total
Community group organization			X			X			2
Citizen participation/collaborative models	X (3)				X		X	X	3
Problem diagnosis									0
Promotion of social mobility for disadvantaged/minorities	X	X	X	X			X	X	6
Consensus building/stakeholder analysis	X (2)				X				2
Alternative dispute resolution									0
Community Facilities/Recreation									
Analysis of trends/Inventory of existing facilities	X				X				2
Recommendation for new facilities	X				X				2
Improved/expanded recreational facilities	X (2)	X				X (2)	X	X	5
Recreational open-space planning	X (2)				X	X (2)	X (2)		4
Community Services									
Emergency food services	X	X	X					X	4
Health services		X	X			X	X	X	5
Senior citizen services	X	X	X	X	X	X	X	X	8
Improved sanitary sewage and water treatment systems	X (2)	X	X		X		X (2)		5

Table 3.10 Continued

COMMUNITY ISSUES	Boston	Passaic	Livonia	Dearborn Heights	Ventura	San Marcos	Orlando	Lawton	Total
Location and construction of infrastructure	X (2)		X (2)		X	X	X	X	6
Crime									
Anti-crime/neighborhood watch programs		X					X (2)		2
Location of police stations							X		1
Streetlight standards	X		X				X		3
Mixed-use development	X	X			X (2)		X (2)		4
Education									
Youth services	X	X	X			X	X	X	6
Child care		X	X			X	X	X	5
Literacy training	X	X					X		3
Promotion of school improvement	X (2)						X		2
Location of schools	X				X				2
Environmental Resources									
Protection of open space	X		X		X (2)	X	X		5
Site Analysis			X		X				2
Run-off control regulations			X			X			2

Table 3.10 Continued

COMMUNITY ISSUES	Boston	Passaic	Livonia	Dearborn Heights	Ventura	San Marcos	Orlando	Lawton	Total
Air and water pollution control			X (2)					X	2
Greenway development	X		X			X	X		4
Housing and Property Development									
Programs for fair housing	X (3)	X	X	X	X	X	X	X	8
Rehab of low-income housing	X (3)	X	X	X	X		X	X	7
Home repair	X (2)	X	X	X	X		X	X	7
Inclusionary zoning/subdivision regulations	X	X			X		X	X	5
Transportation									
Analysis of transportation modes	X				X		X	X	4
Availability/Improvement of transit systems	X (3)		X	X			X	X (2)	5
Inventory of existing street systems	X		X			X	X	X	5
Location and design of parking facilities	X		X		X		X	X	5
Improved/expanded parking	X (2)		X		X		X (3)	X	5
Improved traffic circulation/streets	X (2)	X	X		X	X	X (3)	X	7
Improved street-cleaning, garbage collection	X	X	X		X		X		5
Unemployment									

Table 3.10 Continued

COMMUNITY ISSUES	Boston	Passaic	Livonia	Dearborn Heights	Ventura	San Marcos	Orlando	Lawton	Total
Job creation	X		X		X (2)	X	X		5
Job training	X (2)	X	X				X (2)	X	5
Unemployment assistance	X		X				X	X	4
Proximity to workplace	X		X				X	X	4
Urban design									
Historic preservation	X (2)	X			X (2)		X (2)		4
Downtown re-vitalization	X (3)				X (2)		X (2)	X (2)	4
Formulation of Design Regulations	X (2)		X		X	X	X (3)		5
Improved pedestrian amenities	X (2)	X	X		X		X (2)		5
Rehabilitation/adaptive re-use	X (2)	X			X	X	X (2)	X (2)	6

dispute resolution as a function of planning, and problem diagnosis as a function of all three, were not listed as tasks performed in the study cities. Also, there were three, tax abatements, developing export markets, and location of police stations, that were listed as functions of only one of the eight cities. Several were given as functions in two or three of the cities. On the other hand, several of the functions are being addressed by most cities, which in turn point to several key areas of intervention. Senior citizen services and programs for fair housing are functions performed in all eight of the study cities. Many, e.g. site analysis, location and construction of infrastructure, and improved traffic circulation/streets, are functions of six or seven out of the eight cities. This also indicates a discrepancy between the literature and practice. Though some functions are brought out in the literature on community development, economic development, and planning, these functions may be better performed in practice by other departments or extra-governmental agencies.

In these particular case studies there were no significant distinctions or differences in findings for the various population groups and regional locations, except that, as discussed earlier, the two largest cities (Boston and Orlando) matched more functions given in the literature than any of the other cities. Boston and Orlando, with similar characteristics, however, are in two different regions. In another instance, Livonia,

Michigan, with a population of just over 100, 000, has Departments of Economic Development and Planning and also has other departments (Community Resources and Housing) that cover the community development roles. The city of Ventura with a similar population size only has a department of Community Development with a Division of Planning.

Summary and Conclusion

This study began as an exploration of the fields of Economic Development and Community Development. By researching an extensive selection of literature, the two terms were defined and the disciplines expounded upon. The two were then compared and contrasted in their relationship to each other and their relationship to field of Planning. A matrix was developed from the literary findings of the various functions of each field in relation to several community issues.

Eight cities, selected from two population groups and four regions, were examined as case studies, to compare the functions of actual Community Development, Economic Development, and Planning Departments with those mentioned in the literature. Other city departments were researched as well, to see if they performed any of the functions given in the developed matrix.

From the literature, it was determined that Community Development, Economic Development, and Planning are three distinct fields, with some overlap of functionality among the three. Thus, a hypothesis was formulated that cities would have separate departments for the three areas, though they may work closely together. In the case studies, however, it was discovered that none of the cities had three separate departments of Community Development, Economic

Development, and Planning. Some cities, such as Lawton, Oklahoma, had two of the three departments, while some cities, such as San Buenaventura, California, had only one of three (that performed several overarching functions). In all of the cities, there was an overlapping of functions. Does this mean there are duplications of efforts? It is possible that the departments that list similar functions may actually be working in coordination with those departments on the issues. This would be ideal. However, if the departments are working in a vacuum, then somewhere along the line there is a structural problem. Redundancy in government would not be cost-effective.

The hypothesis proved to be false in that though the literature considers the three to be separate fields, this is not truly applied in the real world. The functions of the three may be utilized; however, they may be applied by experts of another field, eg. Community developers may facilitate economic development and/or planning. I believe this may be because cities often develop departments according to need rather than by complete structural formation or reformation. Also, because there are often no clear-cut definitions of the three fields, professionals adapt to job descriptions and responsibilities. Especially in the planning field, as I mentioned earlier, there has been such an identity crisis that planners are often adapting to the roles put before them in the workplace. Learning is often more hands-on in the real world than the often

theoretical formal education. Is it possible that if planning (and the other fields mentioned as well) were better defined, it would be better solidified as a profession?

So, should municipalities utilize these fields as three separate departments or should they combine them into one since there is obviously an amount of overlap of functions? I believe ideally there should be three separate departments with distinct functions, yet working in coordination with each other to benefit the city as a whole. This is often not possible in municipalities due to budget restraints.

The implications of the findings point to the need for inclusionary teaching and learning in each of the three fields. Potential employees in these fields should have sufficient knowledge of the other areas in case they are required to perform functions that relate to those areas. It would be beneficial to survey a larger sample of cities and possibly speak to the directors of the various departments in the cities to have a better understanding of the function of the fields and the overlap of responsibilities. With today's technological advancements, websites are insightful to the functions of various city departments; however, they may not include all of the pertinent information relating to this study.

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Vita

Stacey Ussery Tucker was born in Louisville, KY in 1979. In 1997, she moved to Cleveland, TN where she attended Lee University. She graduated from Lee in May of 2001 with a Bachelor of Arts Degree in Intercultural Studies and Sociology. Stacey began work at Proffitt's Department Store in July of 2001 as a Sales Associate and a few months later, moved into management training. She moved from a full-time position to a part-time position to pursue her educational career. Stacey began the Master of Science Degree in the Department of Urban and Regional Planning in the fall of 2002 at the University of Tennessee, Knoxville. While in the program, she worked as a graduate assistant in publications editing and special research projects. She also participated in an internship with the Historic Cleveland Neighborhood Association, assisting in the development in a neighborhood plan. Stacey obtained her M.S.P in May 2004, with an emphasis in Economic Development Planning.

