

Land Lines

Newsletter of the Lincoln Institute of Land Policy

Promoting More Equitable Brownfield Redevelopment

Nancey Green Leigh

Because many brownfield sites are located in areas with depressed property values, the cost of remediation and redevelopment can be greater than the expected resale value. These sites, referred to here as low-to-no market value brownfields, are rarely addressed under current policies and programs. Rather, the current practice of many brownfield redevelopment projects is to select only the most marketable sites for remediation and redevelopment, essentially perpetuating the age-old “creaming” process. Private and public developers’ avoidance of the lowest market value parcels typically excludes disadvantaged neighborhoods from programs aimed at redeveloping brownfields and creates the potential for widening existing inequalities between better-off and worse-off neighborhoods.

The Role of Land Banks

In a recently completed project supported by the Lincoln Institute, I examined the barriers to brownfield redevelopment and focused on promising approaches for improving the prospects of the least marketable sites. The specific research goal was to identify land transfer procedures and processes through which land bank authorities and other community land development entities would be willing to receive vacant brownfield property that is tax-delinquent and environmentally contaminated, and then arrange for its remediation and sale.

A local land bank authority is typically a nonprofit entity established by either a city or county to address the problems of urban blight and to promote redevelopment. The original motivation for this project was to seek a solution to the problem of land banks being unwilling to accept some tax-delinquent brownfield properties due to fears of becoming liable for the contamination on these properties. Removing that barrier improves the prospects for promoting productive land redevelopment and reducing property vacancies to enhance a community’s economic development.

Over the course of this project, the nature of the original problem shifted in a positive way when recent federal guidelines clarified that land bank authorities that are part of a local government and acquire brownfield properties involuntarily (e.g., because they are tax-delinquent) are not liable for any contamination. With removal of this legal liability, it became clear that the real problem land banks face in taking on tax-delinquent, low-to-no market value properties is a lack of financial

2000–2001 Catalog



The Lincoln Institute has published its annual catalog incorporating program descriptions and listings of courses and conferences, curriculum development and research projects, dissertation fellowships, and publications. This illustrated catalog offers a comprehensive overview of the Institute’s mission and its activities for the current academic year. To receive a copy of the 2000-2001 catalog, please email your request with your complete mailing address to help@lincolninst.edu or call 1-800-LAND-USE (526-3873). Please allow three to four weeks for delivery. Most sections of the catalog are also posted on our website (www.lincolninst.edu) for easy reference.



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resources to arrange for their subsequent remediation, sale or redevelopment.

For example, the Atlanta/Fulton County Landbank operates on a model of clearing title on properties to allow for private redevelopment, since it does not have the financial resources to act as the redeveloper itself. The Landbank, like most of the public or quasi-public entities we have identified as engaging in brownfield redevelopment, is promoting a market-based, creaming process of redevelopment. While there is validity in employing such processes, to do so *exclusively* poses a serious public policy issue. It serves to widen the inequality between the most depressed neighborhoods, where the low-to-no market value properties are most likely to be found, and the neighborhoods experiencing revitalization and brownfield cleanup.

Barriers to Brownfield Redevelopment

Our review of current land bank activity in other cities has revealed that, overall, land bank authorities do not take a pro-active stance on brownfield redevelopment for several reasons: operational limitations, fear of legal liability, and/or lack of funds to cover remediation costs. Our national search yielded only two exceptions: the Cleveland Land Bank and the Louisville/Jefferson County Land Bank Authority. But of these two, only the Louisville/Jefferson County Land Bank has pursued brownfield properties actively and has made the required changes in its by-laws to effectively acquire, remediate and redevelop contaminated properties. The Cleveland Land Bank experience in brownfield redevelopment was with a donated parcel that was suspected of being contaminated.

Operational Limitations

The two major operational requirements that currently deter land banks from entering into brownfield redevelopment are the need to identify an end user for a property before the property can be acquired by the land bank and the limited scope of activity for which the land banks were established originally. For example, the Nantucket and Martha's Vineyard land banks in Massachusetts were established for conservation purposes; they rarely deal with properties that would be considered brownfields,

although their organizational structure makes them ideal candidates to do so.

Fear of Legal Liability

As with any owner of contaminated property, land banks are concerned about the legal liability associated with brownfields. Although most state volunteer cleanup programs offer liability exemptions for municipalities, the issue of federal liability still has to be addressed when land banks choose to acquire contaminated properties.

Federal legal liability arises from the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA), also known as Superfund, but both federal and state governments have developed programs and guidelines aimed at eliminating that barrier. As a point of clarification, it is not the intent of federal or state programs to release responsible parties from their legal obligation to clean up property that they have contaminated, but, rather, to facilitate brownfield remediation and redevelopment by reducing the fear of unwarranted legal liability.

Landowners who are not responsible for contaminating the property, who did not know, and had no reason to suspect contaminants were present on the property are not liable under CERCLA sections 107(b) and 101(35). This is often referred to as the "innocent landowner defense." Sections 101(20)(D) and 101(35)(A) protect federal, state and local governments from owner/operator liability if they acquire contaminated property *involuntarily* as a function of performing their governmental duties, including acquisition due to abandonment, tax delinquency, foreclosure, or through seizure or forfeiture authority. This process was further clarified by the U.S. Environmental Protection Agency (EPA) in June 1997 to facilitate the work of state and local brownfield redevelopment programs.

For land bank authorities that are a part of local government, the above-mentioned program should protect the acquisition of contaminated properties through the land bank's normal operational functions. However, any land bank seeking to acquire contaminated properties should contact its regional EPA office for further legal clarification and assistance with the redevelopment process.

Lack of Funds For Remediation Costs

The often costly remediation process is

another significant problem for land banks seeking to redevelop brownfields. Even when the mission of the land bank is to eliminate blight and spur revitalization, both of which are directly related to brownfield reuse, limited budgets prevent interested and willing land banks from acquiring brownfields for remediation and redevelopment. Therefore, while the land bank authority could be helpful in forgiving the property taxes owed on the parcel as an incentive for reuse, the property's redevelopment potential is still thwarted by its having little-to-no market desirability.

Promising Alternatives for Low-value Sites

When the focus of this research project became the identification of promising approaches for improving the redevelopment prospects of low-to-no market value brownfield sites, we began to examine different kinds of roles for land banks. These included identifying possible ways of raising revenues for land banks and other community development agencies to use in financing the remediation and redevelopment of low-to-no market value sites, and considering potential reuses of such sites, including open space, residential or commercial/industrial uses.

One alternative is found in community land trusts, which generally are private non-profit corporations in both urban and rural areas engaged in social and economic activities, such as to acquire and hold land for affordable housing development. While traditionally they have not focused on conservation issues, their model could be adapted for brownfield redevelopment efforts. One approach for solving the problem of low-to-no market value brownfields is a community land trust modeled after Boston's Dudley Neighbors, Inc., which received from the city the power of eminent domain to acquire vacant land and buildings in its neighborhood. This strategy provides an alternative mechanism to a citywide land bank for acquiring brownfield properties, and it can be used to target geographic areas in greatest economic decline.

Another promising alternative to the traditional land bank is modeled after Scenic Hudson, an environmental advocacy organization and land trust located in Poughkeepsie, New York. It has an urban initiative to acquire, remediate and develop environmentally friendly reuses for derelict



CITY OF EMERYVILLE

Before and after views of EmeryStation Plaza. The former Westinghouse site is now a mixed-use commercial and residential complex adjacent to the Amtrak station in Emeryville, California.



the private sector's savings on remediation expenses should be shared with the community. The Emeryville approach to brownfield redevelopment also recognizes that smaller sites and projects require proportionately more loans, grants and technical assistance than do larger sites and projects.

Conclusion

At the present time, there is a paucity of programs and strategies to address tax-delinquent, low-to-no market value brownfield properties in marginal urban neighborhoods. If this deficiency persists, the current brownfield redevelopment movement will likely lead to a widening of intraurban inequalities. If municipalities, land bank authorities, and community development organizations will recognize the need for, and move towards, promoting more equitable brownfield redevelopment, the approaches

presented in this article hold promise for correcting this deficiency and preventing wider inequalities. Further, such actions could remove potential pollution sources and health hazards from the neighborhood, provide much-needed open space, and hold the remediated property until the surrounding area increases in value and the site can be redeveloped through traditional market processes. **L**

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riverfront sites. Among its projects has been the redevelopment of a twelve-acre abandoned industrial waterfront for a public park, the Irvington Waterfront Park. Scenic Hudson has proven that, with cooperation from public and private organizations, land trusts can be effective vehicles for brownfield redevelopment.

The most popular form of land trust is one founded to protect natural areas and farmlands. Such land trusts most often operate at the local or regional level to conserve tracts of land that have ecological, open space, recreational or historic value. If land trusts choose to expand their conservation goals to include *urban* open space, they could become very helpful partners in public/private projects to create green space and parks from remediated brownfields. The Scenic Hudson land trust model specifically addresses brownfield redevelopment for the stated purpose of stemming greenfield development.

To address the needs for financing the redevelopment of low-to-no market value brownfields, the Louisville Land Bank Authority's approach is promising. It established a fund that uses the profits from the sale of remediated brownfields to fund future remediation projects. Another possibility for raising funds for land banks is suggested by the two-percent transfer fee

the state of Massachusetts authorized for its Nantucket and Martha's Vineyard land banks to purchase open space. The transfer fee idea could be adapted by land banks to create a fund for brownfield remediation.

The research project also sought to identify municipalities that did not have a specific land bank authority, but did have a municipal office or program that dealt with tax-delinquent properties and their redevelopment. Two municipalities found to be engaging in noteworthy and innovative brownfield redevelopment are Kalamazoo, Michigan, and, Emeryville, California. Kalamazoo's brownfield pilot approach of creating brownfield redevelopment *districts* emphasizes community development over traditional, market-based economic development goals. The city uses stakeholder groups to design brownfield projects and to plan for redevelopment.

Emeryville has determined, through surveying its property owners and developers, that offering financial assistance for site assessment alone is not effective; it must be backed up by financial assistance for remediation. The city's brownfield program is based on the principle that "sharing of risks should lead to sharing of rewards." That is, if a community bears the residual risk for permitting the private sector to conduct risk-based cleanup, a portion of

Land Policy Issues in Latin America

Martim Smolka and Laura Mullahy

While it is known as a region of great diversity, Latin America is also characterized by common legacies that directly or indirectly affect land issues. These include a heritage of patrimonialism based on a land ownership structure in which political influences determine the spatial allocation of public investments and services; strong central administrations with weak fiscal accountability at the local level; and a legal tradition with elitist codes and rigid, even anachronistic, land-related legislation. Urban planning, with its physical design bias, has tended to focus on the “legal” city while overlooking the “real” city. At a broader level, investments in the fast-growing built environment (i.e., urbanization) are relatively autonomous from the industrialization process. In a context of weak capital markets and high, often chronic, inflation land frequently takes on the role of a capitalization mechanism or a surrogate for the lack of social security.

Regional Trends

One of the main features of the functioning of urban land markets in Latin America is the magnitude and persistence of illegal, irregular, informal or clandestine activities in accessing and occupying land, largely resulting from the insufficient supply of serviced land at affordable prices. This scarcity of serviced land plays an important role in the region’s social culture, since access to land is often a tacit condition for citizenship and social mobility.

Perhaps most important are the multifaceted trends that are sweeping the continent and are opening new opportunities for urban land policy. First is the widespread re-democratization of many countries after long periods of authoritarian or military regimes, which has had numerous implications on land policy. There is a generalized increase in awareness of public officials’ liability and accountability in urban land management as in other aspects of public administration, as well as the emergence and public recognition of new social agents such as non-governmental organizations (NGOs). New forms of community participation and civil action



are the expressions of a heightened consciousness of the need to legitimize alternatives to land access by the urban poor, including innovative modes of collective ownership and attention to gender issues in the regularization of illegally occupied land.

A second and related trend reflects the need for institutional and constitutional reforms accompanied by the redefinition of state roles. This process has had a number of manifestations, including:

- fiscal decentralization, resulting in pressure for new revenue sources at the local level and opportunities to improve on property tax collection;
- political and administrative decentralization, which has increased the power and autonomy of local and intermediate level authorities. This process has created many new responsibilities associated with land market regulation for the provision of services and social housing;
- new instruments for regulatory and fiscal intervention, including the implementation of tools associated with the mobilization of land value increments for the community’s benefit;
- privatization or removal of statutory restrictions on the availability and release to the market of previously state-owned land, thus increasing opportunities to use or reuse existing vacant land;

- new modes of service provision caused in part by the widespread privatization of utilities, with direct implications on the process of land use and redefinition of patterns of spatial segregation;
- the emergence of public/private partnerships in urban development and redevelopment, resulting in a variety of new kinds of urban sub-centers.

A third major development of recent decades has been macro-economic restructuring, which has resulted in the stabilization of the region’s historic and often chronic problems with inflation and has influenced the evolution of land prices. Latin America also has experienced broader trends toward globalization, the opening of national economies, and technological changes. Among other consequences, these trends have led to greater competition among cities for private investments, ranging from the use of strategic planning as a city marketing device to giving up local incentives through fiscal wars. This has greatly affected the economic base of the cities and the nature and scale of urban poverty. Also affected are the types of urban interventions (ranging from large-scale rehabilitation projects of abandoned or depressed areas, to new mixed-use developments in urban fringe areas) that are redefining urban form, city dynamics, and patterns of spatial and social segregation.



Building a Presence

Since 1993, the Lincoln Institute has made a concerted effort to participate in the lively debate over land and taxation policy in Latin America. We adopted a multi-country approach to work wherever we can find issues closely related to our own agenda, pursue opportunities to make a difference for local capacity building, or develop initiatives that could be disseminated and potentially replicated in other countries. This strategy allows us to be present in places where significant policy changes are imminent or where important land-related issues are under discussion.

Experience has shown that the Institute is well positioned to play three important roles that serve our educational mandate: to promote cross-fertilization of ideas, to act as a convenor and facilitator of debates among different stakeholders, and to offer intellectual leadership. As in all Lincoln programs, we place great value on the dissemination of valuable information based largely on case studies that can be used to foster intraregional sharing of knowledge and problem solving. This role of encouraging the cross-fertilization of ideas through horizontal dialogue is particularly important given the centralist nature of public administration in Latin America and the predominance of vertical channels of communication.

The Lincoln Institute's international credibility and recognition as a respected non-partisan institution concerned with land policy and property taxation issues places us in a unique position to facilitate complex, politically sensitive discussions among different stakeholder groups, particularly public officials at different administrative levels and representatives of the business sector, NGOs, and the political community.

Equally important is the Institute's role in offering intellectual leadership by helping to bridge the gap between state-of-the-art knowledge and the more practical, immediate needs of public officials dealing directly with the implementation and administration of land use and taxation policies. This role often involves "translating" academic ideas and arguments into the language of practitioners through both printed materials and face-to-face courses and seminars. By supporting research and curriculum development projects, we also draw attention to critical and sometimes unperceived dimensions of complex topics,

such as the economic consequences of informality in the access to land. As a resource provider to our international partners, we help identify experts and provide useful case studies and other materials from different countries and contexts.

Networks and Program Focus Areas

Beginning in 1995, the Institute's Latin American Program developed a core network of representatives from twelve countries with whom we worked closely on both curriculum development and educational programs. Our strategy has evolved as we have gained a more profound understanding of the issues that are pertinent to the Institute's international agenda. Today we work with several networks of public officials, practitioners and scholars that are organized thematically rather than geographically. These five transnational networks, whose topics are often overlapping and thus mutually reinforcing, are linked to the Institute's three main program areas.

In the Program on Taxation of Land and Buildings, **value capture** is the primary topic for which the Institute has definite comparative advantages in the region. We focus on technical and man-

agement conditions for the implementation of instruments through which land value increments have been or may be mobilized directly or indirectly (through taxes, fees, exactions and other regulatory means) to promote urban development and to benefit the community at large.

In addition to the use of value capture mechanisms to control urban growth and territorial expansion and to reduce the perverse effects of land speculation, we are interested in their applicability to circumstances characterized by the large-scale and persistent informality in land markets so typical in Latin America. These include situations where land tenure relationships are poorly defined, where land occupations are mostly irregular or illegal, and where significant land value increments are self-generated by the community, rather than by state action. This network explores whether land value increments (resulting directly or indirectly from public interventions) can be mobilized to mitigate urban poverty in general and improve the access to serviced land by low-income families in particular.

Our second network looks at **property taxation, assessment and collection**. International comparisons have shown that the

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Latin America: A Region of Great Diversity

A brief look at the region reveals a wide variety of situations regarding the status of land and land markets, as indicated below. The Lincoln Institute has worked with scholars and public officials in each of these countries to understand and address their land policy concerns.

Chile's liberalization of land markets and virtual elimination of urban land boundaries in 1979 (only partially reinstated in 1985) stands in contrast with *Colombia's* current efforts to implement a strong value capture planning tool, "Participación en Plusvalías." This legislation requires local governments to designate 30 to 50 percent of the land value increment resulting from changes in land designation from rural to urban use for social housing and infrastructure provision in underserved neighborhoods.

Informal settlements and land occupations are dealt with quite differently among Latin American countries. In *Argentina* there have been virtually no restrictions on land use, and consequently there are no officially recognized illegal settlements. *Peru's* governments have recognized freely accessed unserviced land on the urban fringe (*arenales*) since 1961, while in *Ecuador* there is a complete absence of norms and regulations to deal with informal occupations.

Significant variations in national land policies are also important. For example, *Cuba* is unlikely to give up state ownership of the approximately 70 percent of land under its control, whereas *Mexico* passed national legislation in 1992 that allowed for the privatization of the land held under its *ejido* system.

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collection of property taxes in Latin America is generally considered inadequate to meet the needs of rapid urbanization. Strong vertical and horizontal inequities, inefficient collection systems, poor assessment practices, strong influence of historical values, and fragile legal frameworks are among the drawbacks to property tax systems in many areas. Nevertheless, many national efforts, sometimes supported by multilateral agencies, are promoting reforms and improvements in property tax systems. These improvements include the innovative use of self-declaratory systems and sophisticated information systems, creative shifts to land value taxes, and opportunities to reinstate the property tax in countries where it does not currently operate. This network contemplates more interconnected research and educational initiatives, ranging from studies of the pros and cons of shifting to land value taxes, to the role of the property tax in facilitating access to land by the urban poor, and to the use of new operational tools to improve local property taxation goals in general.

Spatial and social segregation are concerns we share with the Institute's Land Markets Program. The landscape of Latin American cities is often stigmatized by the social distance between neighborhoods that emulate the most elegant sectors of cities in any developed country and those settlements with precarious physical conditions to which the majority of the poor urban population is confined. The formation of this divisive social pattern of land use may be attributed to a number of factors: "white expulsions" through market mechanisms; more subtle exclusionary policies embedded in legal and administrative standards (i.e., urbanistic norms, regulations and credit requirements); or the direct land evictions and removals by force that have occurred in almost all Latin American cities. Much has been written about these processes, yet little has been documented about the policies to prevent them or reverse their outcomes. This network addresses questions such as: What are the policies that have been or could be used, and how effective have they been? What should urban planners know about spatial segregation, and why?

The forth network, also in the Land Markets area, recognizes the need to review

existing **regulatory environments** in the Latin American land policy agenda and to design new urbanistic norms and regulations that can be complied with more realistically by low-income sectors. This means adequately assessing the effects of alternative regulations on the pattern of land uses, specifically on the access to land and urban services by the urban poor. In most large cities in the region, new high-income developments are increasingly out-competing the less attractive and accessible land traditionally affordable to the urban poor. City managers struggle with the promotion of sustainable inner-city densification and the reutilization of abandoned industrial areas, while also trying to control sprawling land use in urban peripheries.

As part of the Institute's Land as Common Property Program, **security of tenure, regularization and urban upgrading** programs are important themes. Many countries throughout the region are making major efforts to set legal and urban regularization programs. However, the implementation of these initiatives is often met by political and practical obstacles. The signals being given by these essentially "curative" programs have significant impacts on the illegal, irregular, informal or clandestine activities of groups seeking to access and occupy urban land. The resolution of disputes around regularization programs and arbitration of adequately assessed values for public acquisitions of land for social interest projects often runs into legal and institutional bottlenecks at the national and local levels. This network seeks to better understand the *economic* impacts of these programs on the functioning of land markets in general and on the benefited settlements in particular.

Dissemination of Information

While continuing to sponsor research and educational programs in Latin American countries, the Institute is also developing parallel efforts to disseminate information to broader audiences. We have created a Latin American section within the Lincoln Institute website, where we present the full text of many research projects and papers presented in our seminars and conferences, in their original language. Also available on the site are a number of *Land Lines* articles translated into Spanish.

The Institute is making a concerted effort to systematize all curriculum materials (research papers, seminar presentations,

outlines, supporting audiovisual materials and other teaching aids) and products (books, articles, videos) to facilitate the organization and integration of our present and future academic activities. A number of Latin America-related publications are now available or are in the planning stages. For example, an annotated bibliography of materials related to urban land markets in Mexico was recently published and will soon be available on our website. This bibliography should serve as a model for other members of our Latin American networks to publish materials on their countries. In addition, several collections of papers presented as part of on-site education programs are being edited for publication.

This issue of *Land Lines* lists funded curriculum development and research projects and dissertation fellowships for the current academic year, highlighting those affiliated with the Latin American Program. For more information about the program, consult the Institute's website (www.lincolnst.edu) or send email to Alejandra Mortarini, program manager (alejandra@lincolnst.edu). **L**

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What's New on the Web? www.lincolnst.edu

CALL FOR PAPERS

Land and Spatial Segregation in the City: Forces, Consequences and Policies

The Institute's Latin American and Caribbean and Land Markets programs are sponsoring an international seminar on segregation in July 2001. Abstracts are due by Dec. 15, 2000. Check out the website for more details.

Loeb Fellows Explore the New Germany

Alex Marshall

Most striking were the similarities. Both Germany and the United States face a populace moving out of the center cities and into the peripheries. Both face downtowns that are mutating from proprietor-owned stores and offices into single-unit, corporate-controlled “entertainment centers.” Both face declining or flat use of mass transit, and a growing embrace of the suburbs.

These concerns were part of the backdrop for a one-day conference held in May at the historic Walter Gropius Bauhaus building in Dessau, now the home of a new international graduate architecture program at Anhalt University of Applied Sciences. The conference was one of the highlights of a Loeb Fellowship study trip cosponsored by the Lincoln Institute, the German-Marshall Fund of the United States, and the Loeb Alumni Association of the Graduate School of Design at Harvard University.

The Fellows presented diverse perspectives and practical information on revitalizing the American city to the students in the architecture program:

- **Hillary Brown**, assistant commissioner for the New York City Department of Design and Construction, on the city’s program to design and institute healthier and more ecologically sensitive buildings;
- **Susan Chin**, assistant commissioner of the New York City Department of Cultural Affairs, on public/private partnerships in cultural and arts projects;
- **Patti Gallagher**, deputy commissioner of Chicago’s Department of Planning and Development, on the city’s parks plan;
- **Stephen Goldsmith**, Salt Lake City planning director and former president of Artspace, a non-profit organization creating affordable housing and workspace for artists, on the artist as a city builder;
- **Jacquelyn Harris**, director of Land Use Review for the New York City Department of City Planning, on land planning;



ARMANDO CARBONELL

Loeb Fellows and administrators gather in the office of the city planner of Berlin.

- **Alex Marshall**, author of *How Cities Work*, on some of the common principles behind city form and function;
- **David Murbach**, manager of the Gardens Division of Rockefeller Center, on gardening challenges at the Center;
- **Marcia Rosen**, director of the Mayor’s Office of Housing in San Francisco, on affordable housing;
- **Gail Shibley**, director of public affairs for the U.S. Department of Labor, on growth strategies in Portland, Oregon; and
- **Arnold Valdez**, land use planner for Costilla County, Colorado, on rural development battles in the southwest.

What can be done about the forces pulling the city apart and remaking it in new shapes? The question was heard loudly in the context of the recently reunified Germany and the rapidly developing former East Germany, which, after a half-century under Communist rule, is reconstructing itself with both private and public funds. Would it follow a similar growth pattern as the West? Or, would it find a new way?

Given that Germany has far less sprawl than the United States, and has much healthier center cities, the common themes of inner-city decay and suburban sprawl were striking. In Berlin, the multi-layered character of the mass transporta-

tion system was impressive, with its elevated S-Bahn, underground U-Bahn, trolleys, buses, and bicycles. Outside the city, one emerges quickly into open countryside. Even so, Berlin is struggling to win the cooperation of suburban municipalities in managing growth and limiting highway construction, and to increase use of the region’s mass transit systems.

In the final panel discussion at the conference, a central point of debate was the role of the architect, designer and planner in controlling sprawl and building a better center city. The panelists were Armando Carbonell, senior fellow at the Lincoln Institute and a former Loeb Fellow; Jim Stockard, curator of the Loeb Fellowship; Barbara Hoidn, Loeb Fellow and chief architect in Berlin; Alfred Jacoby, head of the architecture program at Dessau; Walter Prigge, architect and author of *Periphery is Everywhere*; and Johannes Kister, head of architecture studies at Anhalt. Alex Marshall served as the panel moderator.

Carbonell opened the discussion with ten points on sprawl in Europe and America, posing the conundrum of sprawl without growth vs growth without sprawl, and questioning the inevitability of urban “banalization.” The speakers then split between those who would work within dominant growth patterns and those who

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would resist them and seek new patterns. Prigge and Kister said designers had to accept the reality of a chaotic suburban landscape and more homogenized, corporate-controlled spaces in the cities. The architect's duty was to acknowledge these trends, not pretend they didn't exist. Stockard challenged all designers to meet crucial design decisions face to face. If that meant going into the halls of the politicians, then architects should go there, either as elected officials or in other roles. Stockard also asked architects to remember their consciences. If they disagreed with the direction of a job, they should "walk away" from it.

The Dessau conference was just one day of the seven-day program organized and led by Barbara Hoidn. She provided an insider's view of Berlin, which is merging historic structures, street patterns and transportation systems with new buildings and public infrastructure. The city is transforming itself under the pressure of, and with the aid of, massive amounts of public and private capital. Most startling were the barren spaces that divided West from East Berlin—hundreds of acres that are now filling up with new streets and buildings. It was as if 50 blocks in mid-town Manhattan had been kept forcibly clear, and then, suddenly, the controls were lifted and private capital rushed in to fill the spaces.

The trip to Germany concluded the year-long Loeb Fellowship experience. Back at home, whether in New York, San Francisco, Portland, Salt Lake, rural Colorado or Berlin, the challenge is to take what we learned and apply it to our work in our own cities. The trick is to find, in the differences and the similarities, ways to more skillfully shape the built and natural environments that surrounded us. **L**

Alex Marshall is an independent journalist in New York City. For more information about the Loeb Fellowship, see the website at www.gsd.harvard.edu/loebfell.

Dissertation Fellowships

The Lincoln Institute's dissertation fellowship program supports Ph.D. students whose research focuses on some aspect of land and tax policy. The program provides an important link between the Institute's educational and research objectives by supporting scholars early in their careers. These 23 students are receiving fellowships to pursue their thesis research during the 2000–2001 academic year. They are listed alphabetically by the program area that best fits their thesis topic.

Program on the Taxation of Land and Buildings

Michael A. Dover

*Center for Research on Social Organization
Department of Sociology
University of Michigan*

Urban Property Tax Exemptions and Abatements in Ohio: Evolution and Social Impact, 1955–1998



This research documents the changing system of real property, tax rates and revenues and examines the evolution of public and voluntary sectors in urban areas. Property tax records on industrial, commercial, residential, and agricultural

land and buildings in Ohio's urban areas are used to study the social and fiscal impact of the growth of property tax exemptions and corporate tax abatements from 1955 to 1998. The research will inform public policy and contribute to sociological research on urban affairs, the voluntary sector and local public finance.

Nora Gordon

*Department of Economics
Harvard University*

The Distribution of Residential Property Values as Cause and Effect of School District Consolidation



This dissertation investigates the motivation for school district consolidation and the resulting changes in educational quality, costs and equality, using residential property values as a key indicator of how taxpayers value the quality

of education. It will use different timing of state legislation on consolidation in Illinois, Indiana, and Iowa in the 1940s and 1950s to examine the conditions under which consolidation was most likely to occur and the

outcomes of consolidation. Findings will shed light on the optimal size and composition of school districts, and on the implications of taxing residential property for optimal school finance.

Aivar Tomson

*Department of Surveying
Helsinki University of Technology*

Land Valuation for Taxation: Theory and Practice in Countries under Transition—Estonian and Latvian Cases



The property tax is an important fiscal device for countries in transition, and the successful application of mass appraisal is critical to its success. This research focuses on the divergence between theory and practice in cases of transitional countries using mass appraisal, and on legal and administrative issues, drawing upon detailed case studies from Estonia and Latvia.

Program on Land Markets

John I. Carruthers

*Interdisciplinary Program
in Urban Design and Planning
University of Washington*

Evaluating the Effectiveness of Regulatory Growth Management Programs: Evidence from Inter-regional Analysis



This dissertation develops, tests and applies a methodological framework for evaluating the effectiveness of state and regional growth management policies. While programs differ widely from region to region, in general they center on the common purpose of

influencing several key aspects of metropolitan development: residential property values, urban density, the spatial extent of urbanized land area, and expenditures on public services. A simultaneous equations model is used to link variation among these outcome measures to differences in the organization of government institutions, land market characteristics, industrial composition, and the presence of growth management.

Sarah L. Coffin

*Department of City Planning
Georgia Institute of Technology*

Brownfields' Effects on the Urban Community: A Study of Land Value and the Effects of Community Revitalization in Contaminated Neighborhoods

What Else Is New?
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The legacy of industrialization in the United States has left behind an underutilized landscape. Successful revitalization of our central cities is sometimes blocked because this land may be contaminated, or simply

perceived to be contaminated brownfields. Legislation designed to protect the public from potential health threats generated from past land uses has had some unintended consequences. Specifically, the burden of extensive cleanup has left some brownfield lots undeveloped, leading to further devaluation of distressed inner-city neighborhoods. Using an econometric model of property values, this research will examine brownfield policies targeted at these distressed inner-city properties to see if they will yield greater overall economic benefit than policies that promote only the most marketable properties.

Nilson Ariel Espino
Department of Anthropology
Rice University

Home as Investment: Mediating Housing Change and Property Values in Houston



The use of middle-class houses as an investment and a source of wealth through re-selling and other practices frequently makes homeowners very sensitive to housing changes and innovations that are seen to threaten their property values.

Housing innovations are needed to address ongoing changes in household composition, increasing needs for home businesses and infill construction, and issues of cultural and ethnic expression through the residential landscape. This case study explores the conventions and ideas that dominate the middle-class housing market and that relate housing resale values and housing change.

Joe Grengs
Department of City and Regional Planning
Cornell University

Spatial Segregation, Shifting Transit Constituencies, and Job Accessibility: Is the Transportation Equity Act Backfiring on High-poverty Neighborhoods?



Federal transportation policy may be contributing unintentionally to increasing isolation of carless people living in high-poverty neighborhoods by encouraging a shift in transit service toward a growing suburban constituency. This

research measures changes in transit accessibility (the combined spatial effect of shifts in both land patterns and transit service) between metropolitan jobs and the most distressed neighborhoods. Using a gravity model with GIS and data from Buffalo, New York, an accessibility index at three points in time will be

calculated at the census tract level. The goal is to assess whether transit accessibility has been worsening during the 1990s, and to determine the degree to which this change is due to changes in transit service rather than land use dispersion.

Kevin J. Krizek
Department of Urban Design and Planning
University of Washington

Compact Urban Form and Smart Growth: Promises and Pitfalls for Land Use/Transportation Planning



What is the potential of smart growth to reduce drive-alone travel?

Focusing on the interaction between urban form, travel behavior and residential location, this research addresses issues at the heart of many growth management initiatives. The study examines travel behavior of the same households in the Puget Sound area before and after they move. By looking at travel in relation to land use characteristics of each residential and work-place location, we can better determine the extent to which urban form influences travel. The findings will enable communities to more clearly articulate merits of smart growth programs and compact urban development.

Clement R. Leduc
Department of City and Regional Planning
Cardiff University of Wales

The State, Law and Urban Social Actors in Illegal Land Subdivision in Maseru, Lesotho



The official perspective on illegal urban land subdivision in Lesotho assumes that nothing is seriously wrong with state law and enforcement strategies. Instead, the problem is seen as the lawlessness of customary authorities and

their subjects, who subdivide land outside native perspective: that illegal subdivision may be a popular strategy to cope with exclusionary state law and its enforcement mechanisms. This aim will be achieved through an empirical investigation of the role of the Land Act of 1979 and other rules and actors in urban land subdivision in Maseru, Lesotho.

Randall P. Walsh
Department of Economics
Duke University



A General Equilibrium Model of Residential Location Choice and Open Space Conversion

This research adapts an equilibrium location model to describe the relationship between private and public open space and the private residential demand for land. The framework

offers a micro consistent description of household location that predicts different distributions of households across areas distinguished by local public goods (including open space) and land prices. The framework incorporates sufficient information to estimate household preferences and to compute general equilibrium location choices and new land prices in response to open space policy.

Ming Zhang
Department of Urban Studies and Planning
Massachusetts Institute of Technology


Conditions and Effectiveness of Land Use Planning as a Mobility Tool



In contrast to most studies that emphasize either economic measures or land use initiatives to reduce automobile dependency, this research examines the two approaches' complementary relationships and their comparable

magnitudes in affecting travel. It seeks to identify the conditions and effectiveness of land use planning as a tool to modify mobility demand and to enhance spatial access. A utility-based disaggregate measure of accessibility is formulated to link individual travel decisions, land use/transport policy instruments, and planning goals (of enhancing accessibility). The empirical analysis is based on two contrasting cases: Metropolitan Boston and Hong Kong.

Program on Land as Common Property

 **Julio Calderón Cockburn**
Department of Sociology National
University of San Marcos, Lima, Perú

The City and the Neighborhood: Space and Society in Metropolitan Lima



For the last 30 years, the city of Lima has grown predominantly through illegal settlements that are subsequently legalized. This expansion method has social, urban and environmental consequences. Differing from other

studies that focus on the geographic dimension, this thesis will create a social characterization of the settlements, concentrating on the social spatial theory that considers space as an expression, rather than a reflection, of the society. This study will first explore the existing linkages between urban structure, formal and informal land markets, and invasion of land. Then it will examine the formation of urban policies and the relationship between the government and the settlement dwellers, including the legal culture of the poor.

 denotes fellowships in the Latin American Program



Neio Campos
Department of Geography
University of Brasilia

The Intraurban Structuring Process of Brasilia: The Spatial Dynamic in the Context of Public Ownership of Land



When stimulating a specific residential, industrial, commercial or service location, real estate dynamics promote spatial dynamics, either because of intense innovation and alteration of the real estate product itself or because

of the transformation of the location where the product is inserted, which in turn structures a intraurban space. The project intends to analyze the intraurban structuring process of the planned Brazilian capital, Brasilia. This includes understanding the spatial dynamic of development in a city with public land ownership, in the context of an open real estate market; identifying the existing similarities and differences in the intraurban structuring process between Brasilia and other Latin American cities; and evaluating the role that the public enterprise (TERRACAP) plays in the general process of intraurban structuring, and specifically how it affects the real estate dynamics.

Aysin Dedekorkut
Department of Urban and Regional Planning
Florida State University

Determinants of Success in Inter-organizational Collaboration for Natural Resource Management



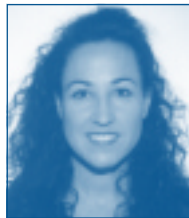
Regional planning and management are problematic in many countries. Control over land and natural resources is fragmented among different levels of government and among agencies with narrow missions. Cooperation and

collaboration are advocated as solutions, but research to date has involved predominantly case studies with little theoretical rigor. This project will integrate theory and empirical research from organizational theory, management studies, and public administration to define operational measures of successful collaborative planning and will apply multivariate analysis to assess hypothesized determinants of success. Findings will be applicable to many inter-organizational settings including regional planning, economic development and growth management.

Roxanne Ezzet-Lofstrom
Department of Urban and Regional Planning
University of California, Irvine

Intermetropolitan Migration Decisions: The Role of Labor Markets, Land Markets, and Regional Amenities

A prevailing assumption exists that amenities matter in selecting a place to live; yet, the



reasons why people migrate are not fully understood. This research seeks to understand how regional amenities, land markets and labor markets influence intermetropolitan migration decisions by looking at two key themes. How do residents assess wages, land rents, and quality-of-life in choosing a place to live? What are the "pull" factors luring residents into some regions and the "push" factors driving them away from others? Research findings should help policy makers facilitate smart growth plans based on how residents value livability.

Pamela Freese
Department of Urban Planning and Policy Analysis
University of Illinois at Chicago

The Evolution of Conservation Land Trusts in North America: Shaping our Common Future

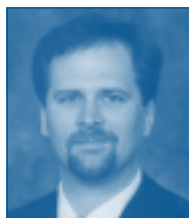


Private land conservation efforts increased an estimated 135 percent between 1988 and 1998. Non-profit conservation land trusts are the backbone of this movement and often facilitate the diverse land protection objectives of public and

private interests. Despite such popularity and demand, land trusts are dispersed sporadically across the U.S. This research investigates why conservation land trusts form in some areas of the country and not in others, with specific emphasis on county-level indicators within the timeframe of 1950-1998. A state-level case study is also planned. Results will begin to answer why trusts form where they do, based on quantitative and qualitative analyses.

Peter C. Gomben
Department of Forest Resources
Utah State University

Public/Private Land Exchanges to Encourage Environmentally Sensitive Development in the California Mojave Desert



This research will use a logistic regression model to identify which lands in the California Mojave Desert have the highest probability for development and will use pre-existing data from a larger study to identify which lands

have the highest biological value. Possible exchanges of public land that has low biological value but high development potential for private land that has high biological value but low development potential will then be examined as a means of avoiding future conflicts between economic development and reductions in biodiversity.

Gwang Ya Han
Department of City and Regional Planning
University of Pennsylvania

A Geography of the Internet



Since its commercialization in 1994, Internet-related industrial regions have influenced economic activity across the United States. In contrast to early high-technology industrial regions such as Silicon Valley/San Jose and Route 128/

Boston, dynamics of this latest process results from 1) the nature of the Internet as a communication and consumer-oriented medium; 2) converging digital technologies of televising, publishing, entertainment, multimedia, and telecommunication; 3) a collective desire of commercial opportunities based upon value-added networking; and 4) increased levels of public sector awareness of regional benefits of the industry and their significant efforts to attract the businesses. The study concerns the identification of the nature and dynamics of the Internet industry and their impact on the physical environment, using empirical analysis as well as case studies of several regions in the United States. It explores how issues and values of the market-oriented Internet industry react to different types of specialized industrial settings, and how the locational dynamics of the industrial activity influence planning and policy alternatives for future uses and values of the built environment within different local and regional contexts.

Maria A. Mondragon-Valdez
Department of American Studies
University of New Mexico

The Role of Discourse in the Monopolization of Land and Natural Resources and the Commodification of Culture: A Case Study of Costilla County, Colorado, 1843-2000



To uncover the influences of dominating and subordinating narratives over land tenure, land and natural resource use and cultural traditions in the American Southwest, this dissertation will undertake an analysis of legal,

academic and popular discourses. The site for this case study is Costilla County, Colorado. Established in the 1850s by New Mexicans, Costilla County epitomizes land and resource conflicts arising from the nineteenth-century annexation of Mexico by American occupational forces. This study will highlight how literary representation through time correlates to the denial of communal rights, mass privatization of land and resources, gentrification, and cultural commodification.

What Else Is New?
www.lincolinst.edu

Deike Peters

Department of Urban Planning and Policy Development Rutgers—The State University of New Jersey

The Political Economy of Transportation: The Examples of Poland and Hungary



Motorization and excessive road building induce sprawl and impose long-term environmental costs on society. Experts agree that hidden external costs need to be integrated into transport-sector investment policies. This dissertation focuses on political and institutional factors that prevent the implementation of sustainable transport and land use policies in Europe. The study hypothesizes that transport and land use developments in Poland and Hungary are influenced by European Union programs, but that these programs are not sufficiently informed by sustainability principles. The research methods employed include document review, and informal and formal data gathering, as well as semi-structured and unstructured interviews in Brussels, Budapest and Warsaw.

David A. Salvesen

Department of City and Regional Planning University of North Carolina at Chapel Hill

The Coastal Barrier Resources Act: A Novel Approach to Conserving Coastal Resources



CBRA departs from traditional approaches to conserving natural resources, such as regulations or acquisition. It seeks to conserve coastal resources simply by withdrawing growth-inducing subsidies. Yet, several designated coastal barriers developed anyway. The proposed research will try to explain why development has occurred in some CBRA-designated areas, despite the withdrawal of federal subsidies.

Laura Hansen Smith

Department of Geography University of Minnesota

American Indian Trust Lands in Minnesota: The Economic Impacts of Geography and Law



This study investigates the complex relationship between law and geography in the context of American Indian trust lands and their economic impacts. The legal status of Indian lands affects the distribution of powers among

federal, state, local, and tribal governments, and the economic benefits to tribal and white communities. In Minnesota, local govern-

The Coastal Barrier Resources Act of 1982 (CBRA) removes federal subsidies that encourage development on designated "undeveloped" areas of coastal barriers—long, narrow bars of sand found along the Atlantic and Gulf coasts.

ments concerned about loss of tax revenue have opposed the placement of lands in trust by Indian tribes. Using a comparative case study, spatial data analysis and legal research, this study provides an empirical analysis of the economic impacts of trust lands on both tribal and white communities.

Karl A. Wunderlich

Graduate School of Public Affairs University of Colorado at Denver

Transaction Costs, Social Capital, and Community-based Organizations: An Examination of Colorado Land Trusts

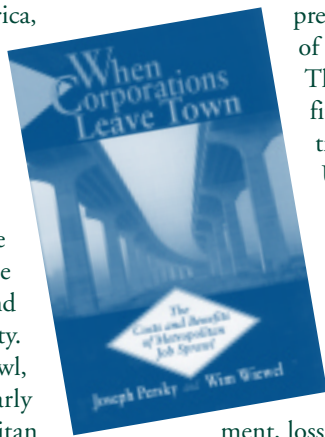


The dissertation examines factors that contribute to the effectiveness of land trusts dedicated to preserving open space and other significant resources. Elements of common property resource theory and social capital theory

are proposed as explanatory variables for land trusts' ability to lower the transaction costs of land-saving actions beyond those of competing institutions. Data collection includes a survey of all land trusts in Colorado and case studies of selected land trusts. Results will contribute to common property resource theory and the management of collective action problems in land use, inform government efforts to support community-based organizations, and aid land trusts in achieving their missions.

New Book Examines the Impacts of Metropolitan Job Sprawl

What are the benefits and consequences to cities when corporations relocate to the suburbs? New suburban communities have sprung up all over America, while industrial plants and other commercial districts in the inner city have been left to decay. Nowhere is this more evident than in the midwestern United States, where new communities have funneled residents, jobs and income from the inner city. Generally known as sprawl, the problem is particularly acute in those metropolitan areas experiencing deconcentration—decline in the central city coupled with suburban growth. This process creates benefits in the suburbs, but also poses significant costs in the form of congestion and increased need for infrastructure investments.



In their book, *When Corporations Leave Town: The Costs and Benefits of Metropolitan Job Sprawl*, Joseph Persky and Wim Wiewel analyze and develop a consistent and comprehensive cost-benefit analysis of employment deconcentration. They compare the costs and benefits of a firm's locating in the central city vs locating in the suburbs. Using a hypothetical model of a large manufacturing plant and a business services office in the Chicago metropolitan area, they calculate tangible and intangible costs, such as population and traffic congestion, air pollution, housing abandonment, loss of farmland, tax liabilities, and the strain put on suburban public resources. The authors then explore a broad range of public policies advocated for reversing or mitigating metropolitan deconcentration.

This timely account of sprawl and deconcentration challenges arguments

and solutions surrounding the current political debates. It will interest policy analysts, students and scholars of urban studies, urban economics, urban geography, and regional planning.

Persky is a professor of economics at the University of Illinois at Chicago. Wiewel is the dean and a professor at the College of Urban Planning and Public Affairs at the University of Illinois at Chicago and is a Fellow of the Urban Land Institute. The authors' research was supported in part by the Lincoln Institute, and the book is published by Wayne State University Press in Detroit, Michigan. **I**

To order *When Corporations Leave Town: The Costs and Benefits of Metropolitan Job Sprawl*, visit the Wayne State University Press website at www.wsupress.wayne.edu or call 1-800-WSU-READ (1-800-978-7323). 192 pages, 40 charts; ISBN 0-8143-2907-1, \$39.95 (cloth); ISBN 0-8143-2908-X, \$19.95 (paper).

Curriculum Development and Research Projects

Lincoln Institute staff and fellows conduct research and develop curriculum materials on land use, land markets and land-related tax policies to provide the substantive foundation for the Institute's educational programs. The Institute also contracts with practitioners and scholars to encourage and support investigations that contribute to the body of knowledge about our primary program areas. The results of these projects, case studies and analyses are used to develop course modules and curriculum materials, and are published in a variety of formats.

Curriculum development and research projects funded for the 2000–2001 academic year are listed below alphabetically by principal investigator within program areas.



denotes projects in the Latin American Program

Program on the Taxation of Land and Buildings

Property Taxation in South Africa

Michael Bell, *MEB Associates, Inc., Kensington, Maryland*, and **John Bowman**, *Department of Economics, Virginia Commonwealth University*

Local property taxes in South Africa are coming under increasing pressure as municipalities try to address the backlog of services left from the apartheid system. Over the last several years, we have developed materials that provide a comprehensive and current description of these property tax practices. The wide distribution of this information is critical to foster an informed policy debate on newly proposed national legislation on property taxation and its eventual implementation. This project will bring together experts to share their views and produce a manuscript that can be distributed widely within South Africa and in other countries undertaking property tax reform.



The Feasibility of Moving to a Land Value-based Property Tax System: A Case Study from Brazil
Claudia M. De Cesare, *Secretariat of Finance, Porto Alegre City Council, and Federal University of Rio Grande do Sul, Porto Alegre, Brazil*

The research is concerned with providing empirical evidence on the feasibility of shifting to a land value-based tax system, focusing on issues related to the economic efficiency, equity, assessment and administration of the tax. A model for establishing a land tax is proposed. The potential benefits and flaws of moving to such a system will be analyzed using a sample of residential property from the city of Porto Alegre, and the principal impacts of its implementation will be evaluated.

Historical Study of Efficiency Gains from Land Tax Reforms

Gregory Clark, *Department of Economics, University of California, Davis*

The theoretical advantages of land site value taxation have been known since at least the time of Adam Smith, but the practical gains from switching taxation to this basis have rarely, if ever, been measured. Using evidence on rural land rents in England before and after the tithe became a lump sum tax in 1836, this project will measure the cost per unit of revenue raised from taxing agricultural output as opposed to land site values.



Value Capture for Latin American Urban Planners

Fernanda Furtado, *Independent Researcher, Rio de Janeiro, Brazil, and Fellow, Lincoln Institute of Land Policy*

Discussion of value capture is based largely in economics and other social science fields, and therefore is not always comprehensible to Latin American urban planners, whose formal training lies in other academic areas. The objective of this work is to translate part of the value capture debate into an understandable and adequate methodology for a course module and related resource materials. This project will include a study of issues and relationships involving urban planning activities, decision-making processes, and value capture and associated instruments.

Real Estate Tax Issues and Brownfield Redevelopment

Barry Hersh, *Brookhill Redevelopment LLC, New York, New York*

This study of the practical working relationship between real estate tax policies and the emerging area of brownfield redevelopment will focus on three areas: the assessment of contaminated land and buildings, tax foreclosure policies, and real estate tax incentives. The study will include interviews with practitioners, statistical analyses of treatment of environmentally impacted properties and case studies, including

municipalities with specific property and jurisdiction-wide concerns. The goal is to provide a stronger framework for tax assessors, attorneys and developers involved with utilizing real estate taxation policies to improve brownfield redevelopment.

Land Value Taxation Methods in New Zealand and South Africa

William McCluskey, *School of the Built Environment, University of Ulster at Jordanstown, Northern Ireland*, and **Riël Franzsen**, *Department of Mercantile Law, University of South Africa*

This research project will undertake an international study of valuation methodologies applied within land value systems in New Zealand and South Africa. The type, quality and availability of real estate data are crucial to the efficient working of an ad valorem property tax system. Linked to the data question is the development of specific valuation methodologies and techniques for land value systems. Current issues revolve around the existence of primary and secondary data, scarcity of transaction evidence in relation to both rural and densely developed areas, and how the valuation techniques manipulate the transaction data so that it is readily useable within the assessment process.

Land Policy Issues in the Context of the Property Tax Experiment in the City of Novgorod Velikij, Russia

Kristina Melentjeva, *Economist, The Center for Real Estate Analysis, Moscow, Russia*

In an experiment that is being evaluated for possible replication in other regions of the Russian Federation, the city of Novgorod Velikij has developed a market value-based property tax to replace existing taxes on land, buildings and assets of enterprises. The new tax is being introduced in stages to allow for an orderly transition and revenue stability in light of current conditions in land privatization and market development. This study will review and analyze the existing legal, administrative and economic situation in regard land ownership, value and investment, and the steps being taken by the city to integrate land and tax policy objectives during a period of economic and political transition.



Urban Law in the Context of Administrative Law

Sonia Rabello de Castro, *Department of Public Law, State University of Rio de Janeiro, Brazil*

Despite the existence of legislation on urban matters, the theoretical basis of urban law in the Brazilian legal system is inconsistent,

superficial and poorly structured, having serious consequences on the government's urban policy implementation. This research will attempt to produce a clear characterization of urban instruments in the context of public law, through an analysis of the main legal instruments used in urban law in Brazil, as well as through comparisons with the U.S., Spanish and French legal systems.

Land Value Taxation in South Korea

Younghoon Ro, Korea Institute of Public Finance, Seoul, South Korea

This case study will describe and explain the aggregate land value tax (ALT) adopted in Korea in 1989. This measure had two goals: stabilizing real estate prices at a time of rapid land price inflation, and increasing access to land ownership. The ALT is a local tax, but the tax base and rate schedule are uniform across the country, with progressive tax rates on land value according to the individual owner's total national landholdings. This unusual and ambitious experiment in land value taxation has many potential lessons for other countries.

Fiscal Choices and Urban Sprawl

Robert Wassmer, Graduate Program in Public Policy and Administration, California State University

A case can be made that California's post-Proposition 13 abandonment of local control over property taxes for local government services contributed more to the decline of the fiscal environment in central cities and inner-ring suburbs than in the outer suburbs, and helped induce greater suburban sprawl in California. This research will examine this claim and investigate other purported causes of sprawl through direct empirical testing. The broad research question to be asked is: Have differences in the methods of raising revenue for local government services across U.S. metropolitan areas contributed to differences in the degree of urban sprawl observed across these areas?

Program on Land Markets

Downtown Housing: A Deeper Look

Eugenie Birch, Department of City and Regional Planning, University of Pennsylvania

Recent reports indicate increased residential activity in America's downtowns. Focusing on Boston, Charlotte, Denver and Philadelphia, this study inventories residential projects and their valuations, evaluates public and private decision making and policies that have encouraged this phenomenon, and outlines the potential for additional development. The findings will inform government officials, real estate investors and developers, civic leaders, students and other researchers about the dynamics of land markets. It also will illuminate the opportunities and challenges of this downtown revitalization effort.

The Mediating Role of Land and Housing in Urban Areas

Paul Cheshire, Department of Geography and Environment, London School of Economics, and Stephen Sheppard, Department of Economics, Oberlin College

Prices paid for urban land reflect the supply and demand for it at each location. Demand for urban land reflects not only the demand for space but also for localized amenities and public goods. These are in a literal sense 'positional' goods and in very inelastic supply. Access to them is conditioned on the occupation of a particular site; for example, only a fixed number of households can purchase 'river frontage' or access to the best public school. The ability to buy such goods depends on position within the distribution of income rather than on absolute income. Many important public policy implications follow: for example, how cities are organized results in different outcomes for different groups and implies a strong relationship between the overall distribution of income and the intensity of spatial segregation. This research models and quantifies the more important of these effects and outcomes using new data.



Vacant Land in Latin America

Nora Clichevsky, Architect and Researcher, Buenos Aires, Argentina

This project will review the current literature on vacant land in Latin America, including an analysis of relevant land policies and identification of key players. Then the research will focus on two sections of metropolitan Buenos Aires, Malvinas Argentinas (the case of Polvorines) and Moreno, where policies have been implemented on private and fiscal vacant land (national and local), combining private and public real estate initiatives. The study will examine the private and public interaction that resulted in improving the access to land by low-income communities and providing a basis for private investments.



São Paulo's Central Area: What Kind of Future Exists for Inner-city Housing?

Helena Menna Barreto Silva, Laboratory of Housing and Urban Settlements, School of Architecture and Urbanism, University of São Paulo, Brasil

The central area of São Paulo has traditionally offered employment for the informal sector, but as the elite and middle class have abandoned this area they have left behind significant residential buildings. Various urban renewal proposals are underway; however, they often fail to consider the preservation of the built environment and the advantages of mixed land uses. Community-based organizations have tried to gain ownership of these abandoned buildings for low- and middle-income housing. This research will analyze the transformations of the area's built environment over the last fifteen years, including changes in land use, the real estate

market and demographic trends, as well as government and popular initiatives. Further, it will evaluate the potential to offer housing for low- and middle-income residents in the context of municipal instruments and financial programs.

House Location Choices: Externalities, Bargaining, and Strategic Precommitment

Michael Whinston, Department of Economics, Northwestern University

An extensive body of land use law is concerned with controlling private property owners' use of their land. The conceptual basis for these laws lies in the concern that unregulated development leads to externalities and consequent inefficiencies in land use patterns. Utilizing hedonic price regressions, many researchers have sought to evaluate this view. In this study, new econometric research will be synthesized, with implications for policy and action by planners, planning commissioners, elected officials and developers.

Boom and Bust in Financial and Property Development Markets

Mark Gottdiener, Department of Sociology, University at Buffalo, and Daniel Van Wilderode, Department of Urban Planning, University of São Paulo, Brazil

This study compares commercial property markets and financial markets in the office development boom of the 1980s and 1990s in São Paulo with global development cycles in other cities. The researchers compare the causes of property booms (financial deregulation, de-industrialization, service sector growth, technological change) and the particular circumstances that led to property slumps in those cities (i.e., speculation in Tokyo, oversupply in New York, misevaluation in London). The objective is to compare diverse commercial property development experiences and then evaluate recent theories about the urban process.

The Extent and Causes of Sprawl in Maryland

John D. Landis, Department City and Regional Planning, University of California, Berkeley, and Qing Shen, School of Architecture, University of Maryland

How does urban growth vary by county and metropolitan area? Where and to what extent have recent urban development patterns in Maryland become more sprawl-like? To what extent is urban growth consuming scarce farmland and habitat? How, if at all, have local plans and land use policies affected recent urban growth patterns? This study will accomplish both methodological and substantive goals. It will test the transferability of methods employed in a previous California study and provide a "second observation" to allow comparative analysis of land use trends in two different policy environments.

Program on Land as Common Property



An Assessment of the Gender Impacts of Joint Titling in Housing Provisions and Legalization Programs: The Case of Costa Rica

Lara Blanco Rothe, *Arias Foundation for Peace and Human Progress, San José, Costa Rica*

Costa Rica has implemented programs that mandate joint ownership of property between husband and wife. This research will analyze how this housing provision and legalization program affects relations between men and women by identifying the ways families deal with property rights in situations of separation, divorce and death. The research also will examine how these measures have contributed to strengthening the negotiating power of women in the family and the community. Based on these findings, policy recommendations will be made for future gender-sensitive housing provisions and legalization programs.

Valuing Agriculture in Urbanizing Areas

Jayne Daly, *Glynwood Center, Cold Springs, New York*

As part of its ongoing effort to help communities maintain their agricultural base, the Glynwood Center has organized a three-part Agricultural Initiative to develop methodologies that communities can use to support small farms and farmers and retain a viable agricultural base in their region. Drawing on the expertise of participants in its successful first program held in March 2000, the Center will develop an assessment tool for communities to accurately assess the value of local agriculture, and will research and develop best practice materials on tools and techniques for supporting local farms. These materials will identify private and public sector initiatives to support farming and preserve farmland, and examine what works, why it works, where it works best, and the conditions under which it works best.



The Use of Multi-Stakeholder Consensus Building to Resolve Urban Land Disputes

David Fairman, *Consensus Building Institute, Inc., Cambridge, Massachusetts*

The Consensus Building Institute, Inc. (CBI) proposes to carry out a study on the use of multi-stakeholder consensus building strategies to plan urban land use and resolve site-specific disputes in several Latin American countries. The substantive focus will be on zoning, informal settlement, and infrastructure development conflicts. The methodology will include literature review, interviews and correspondence with urban land use scholars and practitioners, and the development of case studies on the use of multi-

stakeholder approaches in each issue area. The project team will produce a report, including findings and practical policy and strategy recommendations for urban land use stakeholders in Latin America as well as suggestions for further research and possible training.

New Communities, the Federal Government, and Livability

Ann Forsyth, *Department of Urban Planning and Design, Harvard University Graduate School of Design*

From the late 1950s through the 1970s, large master-planned "new communities" were proposed throughout the United States. These developments represent a unique resource for studying urban design and development in terms of current concerns about livability. This proposal is for two case studies of such new communities, Columbia, Maryland, and The Woodlands, Texas, to compare with data collected on a third case, Irvine, California. This research is part of the Harvard Design School's Congressional Initiative on livability, involving a series of meetings, research projects, and publications.

The Rural Landscape as Urban Amenity: Land Use Change on the Rural-urban Interface in the Portland Metropolitan Area

Thomas Harvey and Martha Works, *Department of Geography, Portland State University*

Whether to maintain or move the urban growth boundary (UGB) around Portland, Oregon, has been a topic of intense regional debate for the last several years. At issue are conflicting pressures to maintain farmland and create more housing in the booming high-tech corridors around the city. These pressures result in abrupt transitions between suburban housing and agricultural activities along parts of the rural-urban interface. A missing dimension in discussion of the UGB is the symbolic importance of rural landscapes. This study analyzes the role of agricultural landscapes as a visual resource and urban amenity in the contested regional debate about the UGB.

Model Houses for the Millions: Making the American Suburban Landscape, 1820–2000

Dolores Hayden, *Department of Architecture, Urbanism and American Studies, Yale University*

This project proposes to develop a book manuscript on a historical typology of American suburban development: Borderlands (1820 on); Picturesque Enclaves (1850 on); Streetcar Buildouts (1870 on); Mail Order Suburbs (1900 on); Sitcom Suburbs (1945 on); Edge Nodes (1960 on); and E-Space Fringes (1990 on). Typical houses, yards and neighborhoods constructed in each era are explored in their urban, architectural, social and cultural dimensions, as a way to under-

stand the potential for environmental sustainability through their preservation, reconstruction and adaptation in new planning and design.

Talking About Property Rights

Harvey Jacobs, *Department of Urban and Regional Planning, University of Wisconsin-Madison*

Social conflict over property rights is at the center of all U.S. land and environmental planning and policy. Differing interpretations of constitutional provisions and the history and theory that informed those provisions have led to pitched battles at every level of government. After more than a decade, protagonists have a difficult time talking with one another. This project will bring together leading scholars and activists to discuss their perspectives and informed speculations on the evolution of property rights into the twenty-first century. Commissioned papers from participants will be edited into a manuscript for publication.

Environmental Heritage as a Resource for Local Community Development: A Comparative Study of Italy, the United States, and Brazil

Francesca Leder, *Department of Architecture, University of Ferrara, Italy*

Conservation and promotion of open space heritage have acquired a prominent role in the political agenda of many countries, especially the most developed ones, and have become an opportunity for important cultural, social and economic changes. This research project analyzes and evaluates the consistency of sustainable development initiatives and the effectiveness of related environmental tourism policies with regard to the protection of open spaces. Secondly, the research will describe the primary Italian, U.S. and Brazilian policies for protecting and maintaining their environmental heritage.

A Model for Land Use Planning: Environmental Zoning in Holliston, Massachusetts

Margaret Van Deusen, *Charles River Watershed Association, Newton, Massachusetts*

A pilot project in this suburban Massachusetts town demonstrates land use planning that recognizes water as a limit to growth. The project team analyzes the aquifer extent and capacity, area soils, and recharge potential to identify parcels critical to maintaining the town's water resources. They will survey current use and zoning of those parcels to identify threats to water quality and recharge, and apply a range of land use planning tools to reach desired outcomes for those parcels. Options include retaining rainwater on already developed parcels, purchasing or transferring development rights for critical open space, and rezoning to locate industrial development in less sensitive areas.

Program Calendar

Contact: Lincoln Institute, 800/LAND-USE (800/526-3873) or help@lincolninst.edu, unless otherwise noted.

The Thinning Metropolis

SEPTEMBER 8-9
Cospponsored with Cornell University Department of City and Regional Planning Ithaca, New York

Civic Initiative for a Livable N.E.

SEPTEMBER 9
Cospponsored with the Boston Society of Architects, U.S. EPA Region I, and other organizations, Boston, Massachusetts
Contact: alee@architecture.org

Property Taxation in South Africa

SEPTEMBER 14-15
Lincoln House, Cambridge, Massachusetts

20th Annual National Conference of State Tax Judges

SEPTEMBER 21-23
Lincoln House, Cambridge, Massachusetts

David C. Lincoln Fellowship Symposium on Land Value Taxation

OCTOBER 22-23
Lincoln House, Cambridge, Massachusetts

National Conference of State Legislatures/Fiscal Chairs Seminar

NOVEMBER 29-DECEMBER 2
Boston, Massachusetts
Contact: lisa.houlihan@ncsl.org

Lincoln Lecture Series

Lincoln House, 113 Brattle Street, Cambridge, MA. The programs are free, but pre-registration is required.

Monitoring Land Supply with Geographic Information Systems

SEPTEMBER 18
Anne Vernez Moudon, Department of Urban Design and Planning, University of Washington

How Much Can We Expect from a Land Value Tax?

Thomas Nechyba, Department of Economics, Duke University

Using Land as a Tax Base: Fiscal Reform of Property Tax in Baja California

Manuel Perló and Sergio Flores Peña, Urban Studies Program, Autonomous National University of Mexico (UNAM)

Sitcom Suburbs Meet e-Fringes: Familiar and Unfamiliar Forms of Suburban Space

Dolores Hayden, Department of Architecture, Urbanism and American Studies, Yale University

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Audio Training Series on Community Planning

Again this year the American Planning Association (APA) and the Lincoln Institute are presenting a series of audio conference training programs on community planning. The convenient, low-cost programs are designed for planning commissioners, professional planners, elected and appointed officials, and their staffs to help them do better planning for their communities and to meet the challenges of political and technological changes in local land use planning. Presenters include elected and appointed public officials, land use attorneys, planning directors, policy analysts, and academic researchers.

The audio conferences are delivered live over a speaker telephone to a group of any size. All programs are one hour in length and are held on Wednesdays at 4:00 p.m. E.T. Each registration site receives reading materials, an agenda, and instructions on joining the program and asking questions of the speakers. Tapes and transcripts of each program are optional. Fees range from \$90 per program to \$510 for all four programs.

Affordable Housing

October 4, 2000

This program explores various factors that contribute to the high cost of housing, from outdated land use regulations to resistance to variety in housing types. Listeners will explore what various states and communities are doing to address this issue by providing a full range of housing choices for residents.

Reinventing the Strip

December 6, 2000

Almost every town has one. While most of us use it, not everyone loves it, and many communities fear increased congestion from expanding strips. Yet, some communities are embracing their strips and finding new ways of revitalizing older commercial corridors, both on the edges of towns and within the city. This program explores creative solutions related to the design of strip buildings, landscaping, streets, signage, and parking.

Economic Development and Changing Communities


February 7, 2001

How do communities remain economically healthy and achieve good planning? How can

planning assist economic development, and how should the diverse needs of the community be balanced? In this program we explore solutions in small towns, cities, and tourist-oriented communities. Incentives linked to growth management are examined, such as infill development and redevelopment. Learn how to assess your community's resources and evaluate tools such as tax incentives.

Using Scientific Information for Better Planning

May 23, 2001

Habitat conservation plans, wetlands mitigation, critical and sensitive areas regulation, land and fill siting, and aquifer protection are all planning activities that require knowledge of science. Learn how planners can access, analyze, and evaluate scientific information to strengthen land use decision making and provide legally defensible regulatory programs. 

For more information and to register for these audio conference programs, see APA's website at www.planning.org/edu/audiocn.htm or contact Jerieshia Jones at APA at 312/431-9100 or email to jjones@planning.org.

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