Engaged research to improve city management and urban public policies
INTRODUCTION

Through academics, research, and community involvement, the Maxine Goodman Levin College of Urban Affairs is advancing effective city management and sound urban policy, and changing America’s cities one graduate at a time.

Our graduates work in the public, private, and nonprofit sectors — government, human services, health care, public safety, community development, housing, environmental advocacy — both within our own region and in other parts of the nation.

Our faculty and professional staff are actively engaged in applied research and community problem-solving around city management, community development, environmental policy and management, economic development, and more.

We invite you to visit some recent work of interest highlighted in the following pages.
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Immigration is almost always a hot topic on the national scene. Often, it gets bogged down in negative policy debates. On the other hand, some policymakers — especially those in shrinking urban environments — look at immigration as an opportunity to expand their population and thereby their economic activity and public resources through taxes.

As city officials in Cleveland began exploring immigration through the lens of growing the city, they turned to the Maxine Goodman Levin College of Urban Affairs. Sanda Kaufman, Ph.D., took on the task.

“They asked: ‘How we can bring immigrants to Cleveland?’” Dr. Kaufman says. “After our research, my answer was, ‘It will be difficult.’

“Contrary to popular thought, our finding was that the availability of jobs in a particular area was not the primary consideration for immigrants. Rather, when people have a choice, they go where others like them are —
We discovered a few critical points in our research, key among them that investing public resources to attract immigrants is not a magic bullet or solution for regional economic development. We also showed that cities got where they are in time — not overnight — so, in order to learn from them, one has to examine the decisions that were made and the consequences that resulted. We were surprised to learn that the availability of jobs does not play as big a role as believed in immigrants’ location; their decisions, when made by choice, are made based on like communities.

“This project was a wonderful experience. We had the opportunity to meet many new people, including those who are in the business of helping immigrants who are already here — like the International Services Center (ISC), where I am an occasional interpreter. I like to help ISC because I, too, was an immigrant. In fact, I was one of the relatively small groups of immigrants (out of the total coming to our shores each year) who did choose to move here for a specific job at CSU.”

SANDA KAUFMAN, Ph.D.
their mental models match reality, which is critical since we can’t afford to waste scarce public resources.”

With reality in mind, communities can give attention to other elements that can make them successful and would also appeal to immigrants.

“It’s important for public officials to work with what they’ve got and manage it successfully,” Dr. Kaufman says. “They need to use their energies to make the best of existing resources and to sustain the environment and economy. The perspective from which we say we have to get ‘more people’ to be a great city may not be in keeping with the realities of what decision-makers can do and what they have to work with. The view that a city has to become New York or Austin or Chicago or L.A. is not very helpful for decision-makers who have to deal with a very different context. You can think of many places that are wonderful to live in that are not magnets for tourism, artists or immigrants; things go well in such places because of other assets and their balance.”

Dr. Kaufman and her research partner (and husband) Professor Miron Kaufman, co-director of Medical Physics at Cleveland State University, used a unique technique — stemming from physics — for their research, utilizing a genuinely interdisciplinary approach.

“We use census data about immigrants to simulate ‘distributing them’ around cities and then comparing results to the actual number of immigrants each city welcomed,” Dr. Kaufman says. “It is fascinating work, and I enjoy it very much.”

They used data from the past censuses to predict how many immigrants Cleveland should have in 2010 if immigrants located where they found like communities. They are updating the model with the 2010 Census data to see how their predictions match reality. “For our original research, we used three census points to predict a fourth,” Dr. Kaufman says. “We ran the model again and added the 2010 data, to check our prediction. Our conjectures were supported: immigrants do seem to seek existing like communities and do not appear to factor in the availability of jobs at the locations of their choice.”

The original study published in 2007 is still receiving public attention. Dr. Kaufman was recently interviewed by a Bloomberg reporter who found the report online. The updated research was presented at the Urban Affairs Association conference in April 2013. ■
Causes and Consequences of Racial Profiling

RONNIE A. DUNN, Ph.D.
ASSOCIATE PROFESSOR
URBAN STUDIES

Racial profiling is a form of discrimination that uses a person’s race or indicators of one’s cultural background as the primary reason to suspect that the individual has broken the law. It is neither new nor disappearing. Racial profiling of motorists is defined by the Government Accountability Office as law enforcement’s “use of race as a key factor in deciding whether to make a traffic stop.” Such traffic stops are often for minor traffic violations but lead to vehicle searches based on little more than skin color and stereotypes.

Dr. Ronnie A. Dunn’s book *Racial Profiling: Causes & Consequences* (co-authored by Wornie Reed) investigates data from traffic stops in Cleveland and provides a practical, effective, and efficient model to measure the traffic ticketing disparities in urban areas in large cities or metropolitan areas. It highlights socioeconomic and legal ramifications of racially based ticketing, as well as implications, such as the importance of looking at the policies, practices, and procedures in institutions because racism is often in the policy and practice, not necessarily in the individual carrying out the policy.

The research incorporates measures used in other studies. For example, transportation planners use a “gravity model” to determine capacity needs of structures. Adapting that model, public officials can impute racial demographic data from surrounding jurisdictions or geographical areas from which the municipality in question draws its traffic.

One recommendation growing in popularity to address the issue is the use of traffic cameras to provide objective records of traffic stops.

“Traffic cameras are perceived as objective,” Dr. Dunn says. “They help level the playing field because they don’t care about your race, ethnicity, or social status. If you speed, they take your picture.”

Even cameras cannot solve the problem, however, because decisions about placement of cameras can politicize the process. In fact, some cities have refused to have them even though they help reduce profiling, enhance public safety, and can result in $6 million to $10 million annually to the city’s treasury. Ohio Governor Bob Taft’s last act before leaving office was to veto a bill enforcing traffic cameras, so, in Ohio, their use is a matter of each city’s discretion.

Research for the book led to additional research for the Cuyahoga County prosecutor, which looked at four municipalities within the county. Some surprising findings resulted, including realization that a suburb with a national reputation for diversity actually has more significant disparities than the City of Cleveland. That study was released to the public in October 2012, and may be found on the website of the Cuyahoga County Prosecutor’s office.
“Cleveland draws driving population from a 13-county region, Cuyahoga being the largest. The majority of African-American and minority populations live in Cuyahoga, so one might assume that blacks would receive the larger number of tickets. However, to get the full view, one must look at the driving population in the area — not just the residents. In fact, blacks make up a smaller portion of the driving population and should, therefore, account for a smaller number of tickets. Unfortunately, that’s not the reality of what is happening in some areas of the city.

“While our research was local, we looked at it from a national perspective. Racial profiling is one of the most salient challenges law enforcement and public officials are confronted with across the country — especially where there are large minority populations. Given demographic changes reflecting a more racially and ethnically diverse society, these types of challenges and issues are only going to become more prevalent. The goal of our research is to inform and assist public officials and influence positive change.

“This topic really chose me. With a background in sociology, I was trained to be very observant of my surroundings. I would commute to work each day and observe police along the bridge at various points pulling over cars. They would have them lined up in the morning and evening, and I always questioned whether they were just arbitrarily stopping folks. Then I got pulled over one morning and was told I had been doing 45 in a 25 zone. It was impossible because I had just gone from a complete stop and traveled not even 300 feet driving a stick shift. I took the ticket and realized that the officer had been facing the opposite direction until I passed him; he could not have even seen me coming. I tried to get ticketing data for research purposes but was stalled at each step. Eventually, my experience led me to take on the issue for my dissertation research.

“The issue of racial profiling has significant public policy implications. It’s not a new issue, but it’s persistent and salient. We often only hear about it when a high-profile case or incident occurs — often involving violence.

“The issue also has a significant impact on the relationship between residents and law enforcement. Almost every African-American can tell you of a personal negative experience with law enforcement — or that of a family member or neighbor or friend; it becomes almost folklore. At a community forum, I argued that if public policymakers were to enact racial profiling legislation, it would help enhance public safety and create an environment in which all residents — in particular, African-American residents — would know their rights will be protected, and they won’t be singled out or targeted because of their race. As a result, it would help break down the collective sense of distrust between the community and police so that they could begin to work together to address serious crimes that exists in inner-city neighborhoods. It will help develop mutual respect and, perhaps, encourage a desire in young ones for public service.”

RONNIE A. DUNN, Ph.D.
In the pre-crisis housing years, the Levin College regularly produced aggregate, council ward, and neighborhood “housing reports” for the City of Cleveland and other areas in Cuyahoga County. Then the housing crisis hit, and public officials and community leaders began focusing on what was happening to the housing market and what could be done to turn it around. As it worsened, some of the earlier data proved useful. Tracking “housing flips” for example, provided insight into the changing market. Unfortunately, other more commonly used indicators, including sales price and volume,
Our research was particularly valuable because, through the interactions of the data, we were able to highlight areas that were still stable when people thought all of the county’s market was crashing, and highlight the seriousness of some smaller markets that were in trouble.

“The good” was that we could see that the data didn’t support the notion of a countywide crash. Certainly prices had stopped increasing, but there wasn’t a crisis everywhere. We could see the nature of the housing market in each individual place. While county aggregate numbers contained too much ‘ugly’ and pulled down other numbers, there was still regular market activity in some places.

“The bad” was that there was no getting around the fact that market activity had slowed down.

“The housing market in some neighborhoods had just disappeared, so there was not really any market activity in some neighborhoods that wasn’t ‘ugly’ if you considered properties at the bottom of the market that were unlikely to be inhabited again, the nature of the transactions that were happening, etc.

“One of the most important things we learned was the critical difference in looking at aggregate and disaggregate data. Housing markets are definitely local phenomena and should be treated as such to gain the best understanding and results of any research.

“I found especially interesting the significant difference between traditional market household sales and what we call the ‘impacted market’— houses in or coming out of foreclosure.

“Beyond the immediate research and results, we also learned some interesting ‘big-picture’ lessons:

• We showed innovative uses of data that might be useful to policy makers in other fields; by using similarly available public data, other places can also benefit.

• We learned a lot from very simple and straightforward methods. So one doesn’t necessarily have to be an expert in GIS/SASS; from publicly available data you can gain insight in the local market using basic Microsoft Office tools (i.e., Access, Excel).

This was a good example of academic research that was helpful in the local policy context but also gained visibility among the practitioner audience through publication in CityScape.

BRIAN A. MIKELBANK, Ph.D.
Brian A. Mikelbank is an associate professor of urban studies in the Maxine Goodman Levin College of Urban Affairs at Cleveland State University. He is an urban geographer with varied interests in quantitative spatial analysis. His recent research focuses on the spatial analysis of metropolitan housing markets and dynamics of urban-suburban change. Dr. Mikelbank teaches classes in housing analysis, quantitative and spatial data analysis, urban geography, and urban studies.

Through their research:

- Dr. Mikelbank and Post identified two distinct housing submarkets operating throughout the county.
- Analysis of sales prices and volume revealed market outcomes that varied by market and location. Of particular interest was the identification of healthy arms-length markets in neighborhoods commonly thought to be entirely devastated by the crisis. The opposite was also found — emerging, directly impacted markets in areas thought to be immune to the crisis.
- By tracking each submarket over a variety of geographies and time, Dr. Mikelbank and Post were able to identify tipping points in neighborhood housing markets.

Findings were useful to local governments in developing strategies unique to the revealed market structure of each location. Public and private organizations in other communities can make use of similar research to address their own location-specific needs and challenges.

* Cityscape is a scholarly journal published three times per year by the U.S. Department of Housing and Urban Development’s Office of Policy Development and Research (PD&R): http://www.huduser.org/periodicals/cityscape.html. Data Shop, a department of Cityscape, presents short articles or notes on the uses of data in housing and urban research. Through this department, PD&R introduces readers to new and overlooked data sources and to improved techniques in using well-known data. The emphasis is on sources and methods that analysts can use in their own work.
Government — federal, state, and local — plays a critical role in use and preservation of natural resources and protection of the environment. Funding for those purposes comes from a combination of governmental sources. The interaction of those sources — how funding from one impacts funding from another — is explored in "Does More Federal Environmental Funding Increase or Decrease States’ Efforts," published in The Journal of Policy Analysis and Management (Vol. 30, No. 1).

Levin College’s Dr. Benjamin Y. Clark and co-author Dr. Andrew Whitford explored the decision-making process at state and federal levels simultaneously.

“Funding at both levels doesn’t happen in isolation,” Dr. Clark says. “We wanted to see if there was some sort of ‘stickiness’ going on. In other words, if a state spends more on environmental protection, does that send a message to the federal government that the state is serious so it may give more? Or is the stickiness from the federal to the state? Are federal government’s actions creating a ‘flypaper’ effect so that state and local governments commit more funds to the issue based on federal funding? On the other hand, does funding from the federal government move the state to use its resources differently, perhaps shifting funding to another area that is lacking funding, thereby ‘crowding out’ intended funding so the net sum spent on the issue doesn’t really change?”
For a long time in policy literature it was thought that rational decision-making meant shifting funds from one thing to another if other sources of funds became available. That is an example of what people thought ‘should be happening’ vs. ‘what is happening.’ The proof is that crowding out is not happening across the board. It’s time to close the door on that theory, but leave it open a crack for additional study.

“Federal and state decision-making processes are largely intertwined. Any decision at the federal level will influence state and, consequently, local governments. No decision goes unnoticed; federal policy and funding decisions have very large consequences and impacts. For example, federal policy through state implementation is having an effect locally in regard to storm water fees. Lake Erie is a lot cleaner today than it was several years ago, but when there are large rain storms and snow melts, raw sewage gets pumped into the lake. It needs to be cleaned up. Cuyahoga County residents will begin seeing bills go up to pay storm water fees based on federal policy made years ago. Local governments have resisted passing along costs to residents, but they are at a place today where they must do it in order to comply with federal policy. This also has economic development implications.

“I have always been interested in environmental policy. I want to be a good steward of the planet and contribute my skills and commitment, as well as shared knowledge, to help the planet. A better understanding of the political process enables us to know how government spending impacts state spending and vice versa on the environment — on any issue, really. It also demonstrates that we don’t have to rely solely on the federal government to set priorities; state governments can pull them along also. For example, California is a real leader in environmental protection. When California makes a decision, it helps pull the country in that direction, even if other states are reluctant to join the bandwagon.

“I believe this work contributes to the overall theory building of the political process in the environmental realm but also in the larger policy world. The case we present presumes more than just environmental policy allocations but other areas of spending as well. It calls for more research and investigation, sheds more light on the process, and informs the overall budget and policy process literature in a very informative way founded in statistical methods and empirical research. It provides a mechanism statistically to be able to test in a stratified way which theory is being seen in the real world. We can theorize about it, but it is important to find evidence in the environment to provide support for it.”

BENJAMIN Y. CLARK, Ph.D.
Their research shows evidence of “stickiness” — a “flypaper” effect — and that “crowding out” is not happening. Federal and state funding appear to move together. They also found that constituencies of the states matter; for example, if residents belong to conservation groups (i.e., Sierra Club or Greenpeace), then states are spending more on environmental planning and protection. On the other hand, they found less spending on environment in states where the manufacturing industry grew, which might be explained by strong lobbying interests.

Dr. Clark and Dr. Whitford examined the flow of federal grants-in-aid from the U.S. Environmental Protection Agency to the states from 1988 to 1994, the latest data available. Additional research would extend the time frame and allow for the study of the changing landscape of environmental policy.

“There has been a lot of change since 1994 resulting in different outlooks on environmental programs and funding,” Dr. Clark says. “And there are many different lenses to use to look at how different efforts — economic or social — impact issues related to the environment.”

Their study shows that money flows both follow and precede power. A two-sided approach to the demand for funds resurrects a historical concern in federalism for a partnership between nation and states for policy change in the U.S. It is likely that this will only increase as both policy and the nation become more complicated, providing yet another rationale for additional research.”

Benjamin Y. Clark has been on the Levin College faculty since 2010. He earned his Ph.D. in public administration in 2009 from the University of Georgia. He came to Cleveland State University from a career in public service. Prior to his appointment at the Levin College of Urban Affairs, Dr. Clark was working as a budget analyst for the Unified Government of Athens-Clarke County in Athens, Georgia. He has previously worked in a Washington, D.C.-based public health consulting firm (Futures Group International) to assist foreign governments, multilateral organizations, and nongovernmental organizations in the development and implementation of HIV/AIDS and reproductive health programs. He is also a former Peace Corps volunteer in the West African nation of Senegal.

“ABOUT BENJAMIN Y. CLARK

Benjamin Y. Clark, Ph.D.
Assistant Professor
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Environmental Policy, Public Finance and Budgeting
Urban areas are often defined by their buildings. They can be the silent keepers of a city’s cultural history as they survive long beyond their creators. Historic preservation seeks to preserve, conserve, and protect buildings, objects, landscapes or other artifacts of historical significance.

In a recent article in *The Journal of Urban History*, Dr. Stephanie Ryberg Webster uses her interest in historic preservation to shine a light on what mid-century planning meant for cities and “how the field of historic preservation came to be what it is today, because, in some regards, it is a newer field in terms of thinking about it as a profession…especially in an urban approach to historic preservation.”

While living in Philadelphia, she began exploring the history of urban planning and historic preservation.

“In the 1950s and 1960s, the idea of urban renewal was all about demolition,” Dr. Ryberg Webster says. “On the other hand, I knew the city had done preservation work. I wanted to look pretty comprehensively at the planning efforts during that period. So I used mostly old documents to see what they were actually thinking in terms of rehabilitation and demolition and shaping the future of the city. I found a mixed story: in some cases, a strong preservation approach, and others, the opposite, with a whole slew in between. It adds to our complexity of understanding about what urban renewal meant in cities and the urban aspects of historic preservation.

“There is a popular idea that urban renewal gained interest in the ‘60s and that historic preservation started as movement against urban demolition. In contrast, this research showed the ideas about historic preservation were forming alongside urban renewal, and planners in Philadelphia at times took a more modest approach. They were trying to think about rehabilitation, for financial reasons sometimes. There is a more nuanced history about 20th-century historic preservation — urban aspects — how it came to be used for neighborhood historic districting and revitalization. It wasn’t just about saving quirky neighborhoods. What they were thinking at the time was really complex and varied greatly from neighborhood to neighborhood. From 1947 to the early ‘60s, the thinking drastically changed in a relatively short period of time.

“What impressed me was how important it is to understand the complexities of things. That is often a challenge; we tend to try to make things simple and boil them down to what we think is most important. One of the struggles we face as researchers is to do interesting analysis that is not too boiled down...
so that it still allows for the complexity to come through, because that is the reality of the world we live in: complexity.

"Prior to this paper there was public perception that urban renewal in Philadelphia was like every place else with one exception. I hope the outcome of my research shows a more complex, nuanced thinking on the part of planners at that time — which still resonates today. Boiling things down to one solution would be as dysfunctional today as it would have been then.

"I also hope the paper adds to and advances the scholarly discussion about what mid-century planning meant for cities, about how the field of historic preservation came to be what it is today because in some regards it is a newer field in terms of thinking about it as a profession, especially urban approaches to historic preservation.

"In American cities, significant conversations are being conducted about urban renewal. Scholars are beginning to reconsider it from a more open-minded perspective, recognizing that saying it was wholly bad is not really appropriate. We understand now that some profitable things came out of it for cities."

Historic Rehabilitation Tax Credits Research

Historic rehabilitation tax credits are offered by the federal government and 30 state governments. In another study, Dr. Ryberg Webster is using data primarily focused on federal tax credits in a diverse mix of cities throughout the U.S., including Cleveland.

"This is a challenging and exciting project," Dr. Ryberg Webster says. "There has not been any other literature published regarding historic rehabilitation tax credits from a scholarly perspective. What exists are economic impact reports rather than critical analyses. We received data from the National Park Service covering 1997-2010. (The program began in 1977, but the first 20 years of data are not available.)

"We're taking the data and asking what it's telling us, rather than starting with specific questions to be answered. Rather than looking at economic impacts of the credits, I am interested in other impacts and outcomes of this level of public investment — how it is changing land use patterns, contributing to transformation of downtowns, contributing to patterns of affordable housing in the cities, trends over time, its resiliency, etc. I expect it to be one of those projects that will result in a series of questions for which we'll want answers. We expect to produce a series of publications looking at the data from different directions.

"It's particularly exciting because the historic rehabilitation tax credit program is very significant. It's a 35-year-old federal program, and no one has done this type of research before."

Note: The Maxine Goodman Levin College of Urban Affairs is starting a certificate program in historic preservation. It offers a sequence of courses to graduate students and professionals who wish to learn about historic preservation to enhance their careers as preservationists, urban planners, local government officials, or in other urban-oriented professions. The program provides a solid understanding of the basic concepts, policies, practices and issues in contemporary historic preservation.
The Legacy of Cato’s Letters

MICHAEL W. SPICER, Ph.D.
PROFESSOR
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“Politics” is often considered a “dirty” word — one of the things one does not discuss over the dinner table. But, according to Michael Spicer, Ph.D., it doesn’t have to be if one looks at the very nature of American government, its guiding charter, and the ideas that helped to mold it.

In his article “Passion, Power, and Political Conflict: An Examination of Cato’s Letters and Their Implications for American Constitutionalism and Public Administration,” Dr. Spicer goes back to Cato’s Letters, a series of letters written in 18th-century Britain by John Trenchard and Thomas Gordon, “some fairly radical English Whigs” who were upset with financial scandals and other happenings — some of which parallel our own times in certain respects. Dr. Spicer contends that those letters helped shape the way in which America’s Founding Fathers thought about the U.S. Constitution and therefore have implications for America’s constitutionalism and public administration.

“Cato’s Letters start out as diatribe against the scandal of that day and then branch out to more general disposition of the idea of freedom and the means for government,” Dr. Spicer says. “One of the things they brought to my attention is in the title of my article — that is, that the political process is very much driven by passions rather than reason and that it is one in which we can expect conflict; but that the conflict can be helpful in protecting human freedom.”
The letters seem to borrow from Machiavelli's idea that conflict among different branches of government was a healthy thing in ancient Rome and who then brought forth those same ideas to show they were relevant to the 1500s. Original readers of the letters were British.

"I tend to agree by and large and am sympathetic to their view. Obviously, there can be times when conflict can become disruptive — I certainly wouldn't want conflict within the government if engaged in full scale war where you need full mobilization to defend survival of the nation. But conflict does have productive aspects. Conflict is not all bad. In fact, conflict is important in protecting freedom.

"Seeing a clash between different viewpoints goes back to Thomas Jefferson's notion that a little revolution now and again is not an unhealthy thing. Freedom depends on the maintenance of political contestation, aka 'conflict'. My point is that you can find this idea in the Federalist Papers. . . . this idea that Cato's Letters bring up is reflected in America's thought and foundation." Dr. Spicer's goal in writing this article, as well as his recent book, In Defense of Politics, was to inspire people to think differently about politics.

"Even people who are great scholars and students of politics tend to not like to acknowledge the role of conflict," Dr. Spicer says. "They end up coming up with theories of politics that are insulated from or throw out the essence of politics which, from my perspective, is conflict."

He explains its relevance to public administration: "A lot of folks say you cannot take politics out of public administration, but the way they define 'politics' often takes conflict out of it. For example, the classical form of public administration says that administration should carry out the democratic will. But the notion of democratic will within a political system characterized by conflict becomes somewhat incohesive . . . It doesn't make sense because the democratic will is a collection of conflicting views. There is no unified democratic will as such. There is, by nature, conflict between different values, passions, etc. Therefore, democratic will is created by conflicting wills. I think of democracy in an unsentimental way: a postmodern view of democracy as a system that promotes an ongoing process of contestation and argument, that is, conflict in politics."

Dr. Spicer's career has enabled him to explore his interest in the American political mind set: what shapes it, what its roots are, and so forth. He finds especially interesting the historical roots of American constitutionalism.

"I began by asking where ideas came from," Dr. Spicer says. "That led me originally to the English civil war period, in the middle of 17th century, and from there to Cato's Letters at the beginning of the 18th century. These letters are in libraries of American founders; they draw upon these ideas, as well as those of others, to articulate their arguments.

"The ongoing theme of my research over the years has been that individuals in the field of American public administration need to understand their constitutional traditions. They work within a constitutional system of government and need to know our constitutional values and the way we relate these to public administration."
Urban Planning for Dummies author Jordan Yin approached the topic from the perspective that urban planning is increasing in relevance to every type of community for all sorts of reasons — and that it needs to have a lot of people involved, including the average citizen.

"Urban planning is relevant for a variety of audiences," Dr. Yin says. "One obvious segment is students and professionals. But, in terms of more general interests, most urban planning gets done with the involvement of lots of stakeholders, including thousands of lay persons and community representatives who serve on boards, planning commissions, and city councils across the country. They have to make important decisions and often don't have a background in planning, so they're learning 'on the job.'

"For example, a dentist in a small town may serve on the local planning commission. After a day's work in his own field of patient care, he has to go home to read, analyze, and form opinions on which he'll make important votes on behalf of his community — that's urban planning. That was the person I had in mind when writing this. If the average person isn’t enabled and motivated to know more about planning issues and have a good background understanding, then the community’s planning process may not work very well.

"My first job was as a community organizer, where I spent time in every church basement in town talking with the neighbors. In that role, you see firsthand how important the issues are to local residents, and it is your professional responsibility to be a good communicator and help them make good decisions about very complicated issues. People want to work on important issues that face their community."

Dr. Yin found working on the book to be fun and is pleased with the reception it’s getting among his colleagues and the public. The book has been featured...
Jordan Yin received master’s and doctoral degrees in city and regional planning from Cornell University and has been a member of the American Institute of Certified Planners since 1996. In addition to Urban Planning for Dummies (John Wiley & Sons, 2012), he has published research articles in leading academic journals, including The Journal of Urban Affairs and Urban Affairs Review.

“About Jordan Yin

Jordan Yin received master's and doctoral degrees in city and regional planning from Cornell University and has been a member of the American Institute of Certified Planners since 1996. In addition to Urban Planning for Dummies (John Wiley & Sons, 2012), he has published research articles in leading academic journals, including The Journal of Urban Affairs and Urban Affairs Review.

Dr. Yin has been part of the Levin College family for more than 20 years and has been inspired by his experiences at the college.

"I was a student here in the late '80s and graduated in 1991," Dr. Yin says. "I kept in touch and continued to learn from Levin faculty well after graduation. It's been wonderful to come back to work with people I've known for a long time and now be able work with them every day. CSU really is home for me."

"I spent 20 years away, and I like that now I am able to add that experience to my professional perspective and share it with our students. I've lived in lots of other places — including upstate New York, Pittsburgh, and Kalamazoo (Michigan) — that are all rustbelt cities but very different from one another. Our students have very high aspirations and being able to tie the Cleveland experience to what's going on at other places is important. I want them to understand the regional and global context of what they're learning so they, in turn, can benefit themselves and their communities as urban planners."
My main concern is that students appreciate that critical thinking means having a deeper understanding of yourself and the world around you, and that this calls on us to ask difficult questions and to remain open to a variety of possible answers... and that this is fundamental to not only finding a meaningful job, but also living a meaningful life.” That is the primary motivating factor for Dr. Nicholas C. Zingale, educator and researcher on the logic of inquiry.

“‘Inquiry’ relates to how we ask questions and do research,” he explains. “My work questions the very basis of the lenses we use as they can consign or frame us in a particular school of thought. The lenses we look through can open or foreclose opportunities to learn something different about the world. For example, someone who studies a bike — that is, identifies the color and type, weighs it, explores the pedals, gear mechanisms, etc. — cannot give you a sense of what it feels like to ride the bike unless they begin to inquire about bike riding. When we stand apart from an experience and look at it purely from a perceived objective stance, we can learn a lot, but we also miss a lot. What we tend to miss is the deeper meaning contained in an experience. Therefore, inquiry to me means having sense for how our questions simultaneously limit and expand upon what can be held up as a potential answer.

“The ‘applied’ aspect of inquiry can be described by a German word — Befindlichkeit — which can be roughly translated as ‘how I sense myself in a situation.’ It is different than traditional research; it tells stories of experiences that exist between and around the perceived ‘facts’ that are traditionally measured and analyzed. Phenomenologists are interested in the meaning of human experiences that tend to shape our interpretation of what is going on — particularly when trapped within our own experiences and know-how. There is a sort of pre-objective phenomena always at play that we tend to disregard as insignificant when in reality it is highly relevant because it tends to shape our views and stance toward reality and the facts that matter.”
Zingale’s recent work explores five areas of phenomenology, within slightly different lenses:

- **Energy and the environment: knowledge for change:** The project took on an interpretive research approach to an environmental management change initiative at The Western Area Power Administration (Western), one of four power marketing administrations within the U.S. Department of Energy, and a primary power provider for 15 states west of the Mississippi. Over a series of two years and multiple interviews and observations, the research produced a way of thinking about how knowledge is applied during transition when managers are confronted with the ambiguity associated with uncontrollable environmental conditions. It teases at the answers to questions for how workers contend with changes in rules and regulations. What do they do when their job no longer makes sense? [(2013). Energy and the Environment: Knowledge for Change in a Quasi-Governmental, Quasi-Business Setting. Journal of Public Management and Social Policy. Volume 19.].

- **Phenomenology of terror:** A sense of terror actually affects one’s life and split-second decision-making. “We explored how terror relates to the concept of authenticity and living a meaningful life,” Dr. Zingale says. “In the case of the Virginia Tech shooting, one of the professors had a choice of hiding or rushing the door and protecting his students; he was killed in the process. How did he decide what to do in that split second?” [(2008) Disturbance, Coping, and Innovation: A Phenomenology of Terror. Administrative Theory and Praxis. Vol. 30, No. 2.].

- **Phenomenology of discovery:** How do we discover something new, compared to innovating on something that already exists. “For this, we went to the NASA Johnson Space Center,” Dr. Zingale says. “We interviewed a variety of people, including the astronauts who fixed the Hubble Space Telescope. We explored the question: How does NASA go about discovery? It seems to happen when people aren’t necessarily looking to discover something new; it just emerges and points them in a certain direction. They may not have a scientific process for what they’re thinking of; they just want to have the opportunity and freedom to imagine and think with no one immediately saying, ‘Can you prove it?’ or ‘That won’t work.’ NASA does a good job of opening up space for that level of inquiry and for it to be taken seriously.” [(2012). NASA and the Phenomenology of Discovery: Vigilance, Work Conditions, and a Renewed Space Policy. Space Policy: An International Journal.]

- **Phenomenology of grip:** “Grip” relates to the contention that, when we go into situations, we do a few things simultaneously: (1) we’re already doing things though not consciously thinking about them, while (2) we break to consciously reflect on what we are doing and what we should be doing in the particular situation,” Dr. Zingale says. “It’s something we all do, all the time; it becomes part of who we are. We studied cable car operators in San Francisco. They are constantly taking in hundreds of signals in their environment. At any time, they have to know what is happening all around them while performing multiple functions that safely operate the car within a continuous flowing system. In other words, they have to make individual choices that properly fit within the constraints of the system without becoming bogged down or frozen. For example, while en route, they can tell by their hands when a cable needs to be replaced; they report back to the powerhouse, and the workers there get the message and make decisions based on what they hear and feel. All the while, the car continues to operate. It illustrates gaining a grip or deep know-how not only for one’s job, but for how it fits and works in a larger societal construct.” [(2013). From Groat to Grip: Intentionality and the Freedom to Gain a Feel for the Work. Administration and Society. First published online: 24 June 2013.]

A related article focused more upon individual expression and freedom within an organization was published in 2012. [(Chains of Freedom: A View from Erich Fromm on Individuality within Organizations. Administrative Theory and Praxis. Vol 34 No. 211-236.].

- **Phenomenon of sharing:** How social media, which is designed to bring people together, actually can serve to separate or distance people from truly experiencing one another. “Social media sets up the assumption that you can effectively know about other people and experiences without experiencing them,” Dr. Zingale says. “It requires that our imagination is engaged in situations. But when we rely solely on our imagination, we can never truly experience the situation because we are simply not there. In other words, the beauty of our imagination fills the gap when we are not there deeply immersed and coping in a situation. The experiences are therefore unique, and we need to be aware of social media’s limitations to the human experience.” [(2013). The Phenomenology of Sharing: Social Media, Networking, Asserting, and Telling. Journal of Public Affairs. First published online: 30 May 2013.]

I am highly interested in individual experience and believe that people’s experiences can tell us a lot about their understanding of how things function and operate in the world. When we put too much emphasis on employable skill sets we dilute the important humanistic skills that allow us to be better citizens, better parents, and better contributors to society in much more intellectual and meaningful ways.”

NICHOLAS D. ZINGALE, Ph.D.
Shrinking Cities

Dr. Zingale is also “extremely interested in sustainability and how it operates within shrinking or struggling places within cities — especially policy aspects and how planners and administrators deal with the concept of shrinking populations and economies.” His research includes a series of three articles on the topic at various stages of research and publication.


“In shrinking cities, space becomes available to us,” Dr. Zingale says. “The question is what we will do with the space.” He uses the Cleveland Flats as an example: “Looking at postcards over the area’s 100-year history, we found that the space was treated in different ways: competition by industry, overtaken by nature (i.e., weeds), and, when citizens became engaged in the debate, some areas were developed for planned use (i.e., walkway along the riverfront).” [Article currently submitted and in stages of revision.]

“We’re beginning to take an economic look at the subject,” Dr. Zingale says. “Which types of new industries or economics begin to take shape in shrinking cities? How do they emerge? How do they operate? Do they really achieve what they hope to achieve? What is happening in shrinking cities that may not be happening in places like New York?” [Research currently in progress looking at the formation of the Cleveland Evergreen Business Cooperative.]

“Cities are made up of temporary spaces that are in continuous transition,” Dr. Zingale says. “Right now Cleveland, as a whole, is considered a shrinking city, but this doesn’t mean that the Greater Cleveland area isn’t growing or there aren’t places of growth within the city. Simply put, one size doesn’t fit all, and holding to any paradigm, whether growing or shrinking, as an exclusive concept needs to be carefully evaluated. It might be good for some areas of the city to shrink and others to grow and even others to remain the same. If we only can see a growth paradigm this tends to drive only growth-related approaches, and a city that insists on keeping with an old vision risks stagnation instead of moving forward.”

Crowdsourcing and Technology

Dr. Zingale has recently become active in research involving the use of technology in public administration — in particular, how citizens become more involved in solving, providing information, and working with public administrators using democratically envisioned tools such as crowdsourcing. He and Dr. Benjamin Clark are working on a series of articles on the topic, with their most recent in review at a leading public administration journal.

“It is really great work to with Ben in this area of research because we come at inquiry from somewhat different places,” Dr. Zingale says. “I am more of a theory-focused critical thinker, while Ben is really in touch with the practical benefits and forms of inquiry that are currently in the mainstream of public administration. Ben has stated a few times that he sees the relationship as one of ‘reaching for the stars to build the theory and then pulling the concepts back down to earth for practical analysis and application.”
EXECUTIVE SUMMARY

This introductory quote speaks of the utility of music, but misses its pervasiveness in the various aspects of our lives. The art of music has contributed innumerable benefits to society. Music inspires us to move according to rhythms and express our emotions in keeping with the optimism of Mozart, the energy of Elvis Presley, the creativity of Miles Davis, and the innovativeness of Lady Gaga. Throughout history, music has helped people to express their art, music, create communities, enhance dialogues, and prompt social change.

From an economic perspective, music is not usually recognized as being influential. In the 1990s and the beginning of the 21st century, the new paradigm of economic growth emphasized the significance of technological change and validated the importance of creativity to social change and economic development. However, because many people tend to think of music only as an amenity, the usefulness of music as an economic and community development engine is often overlooked.

There is a growing awareness of the economic impact that a creative and entrepreneurial workforce can have on economic outcomes. Art, in all its forms, can provide a region with a “sticky,” or long-lasting, regional competitive advantage that is attractive to creative people. Regions can become commodities sold to people in packages relating the city’s history, arts, and cultural amenities. Despite this newly recognized awareness, the arts generally remain disassociated from the main economic development strategies of regions striving to improve and grow their economies.

“Where words fail, music speaks”
- Hans Christian Andersen
Have you ever listened to music and thought, “There’s something different about that song . . . I don’t remember it that way”? Perhaps you were listening to a “remix” of a song you remembered. A remix is a song that has been changed to sound different from its original version; the pitch, tempo, number of voices, or type of instrument may have been altered to adapt it for a different audience, purpose, or format.

In the case of REMIX Cleveland: The Music Sector and its Economic Impact 2017, the purpose was to “remix” or bring attention again to Cleveland’s music scene. Following a national competitive process, the Maxine Goodman Levin College of Urban Affairs’ Center for Economic Development (CED) was commissioned by the Community Partnership for Arts and Culture (CPAC) to better understand the Cleveland music sector, delineate its components, learn its dynamics, and assess the economic impact of music events and venues in Cuyahoga County. It evolved into more than just a report; it became an eye-opening experience.

The report states: “Throughout history, music has helped people to worship, win wars, create communities, enhance dialogues, and prompt social change. From an economic perspective, music is not usually recognized as being influential. . . . The new paradigm of economic growth has emphasized the significance of technological change and validated the importance of creativity to social change and economic development. . . . There is growing awareness of the economic impact that a creative and entrepreneurial workforce can have on economic outcomes. Art, in all its forms, can provide a region with a ‘sticky,’ or long-lasting, regional competitive advantage that is attractive to creative people. Regions can become commodities sold to people in packages relating the city’s history, arts, and cultural amenities.”

According to CED Assistant Director Iryna Lendel, who has spent much of her career studying industries, (particularly manufacturing): “This industry — the Cleveland music scene — resonated with manufacturing because we have such a huge legacy of music that is unfairly forgotten. I believe our local music scene is a great asset that is underpromoted and underappreciated.”

Researchers talked with musicians, both professional and amateur, about their experiences, in addition to reviewing a myriad of documents. They found that the sector is linked to other industries through buy-sell relationships that contribute to its impact on the local economy. Its activities accounted for 6,210 total jobs supported in the county in 2010. In addition, the Cleveland Music Sector generated $274.4 million in labor income, $474.1 million in total value added, and an output of $839.8 million. A total of $91.6 million in tax revenue was also associated, $39.7 million of which was state and local tax revenue.

The report identified the sector as a source of innovation and identified potential opportunities for collaboration and growth. Specific challenges facing the sector are also described: geography, fragmentation, and public policy.

But the report is not just facts and figures. It comes alive with stories about various local artists, venues, and programs: the Cleveland Orchestra, “Apollo’s Fire: Not Your Grandmother’s Baroque Band;” “Cleveland’s Getting Its Groove On — Vince Slusarz and the Resurgence of Vinyl,” the Cleveland Music School Settlement, and more.

In addition to fulfilling the client’s need for information, Dr. Lendel and her team wanted to do more. She wants readers of REMIX Cleveland to experience a “WOW!” moment.

“I want them to realize we do have all this in Cleveland,” Dr. Lendel says. “We have a broad variety of music skills and opportunities in one place, but it’s very poorly known.

“So many people are negative about Cleveland, I was not born and raised here. I belong to a group of people who are more optimistic about Cleveland. I really appreciate Cleveland life, affordability, and amenities. I didn’t inherit knowledge about the local music scene. I learned it as part of our research. And I strongly believe that we underrepresent music as a part of our strength.”

“Our city needs to create business and wealth and distribute some to the arts. But we also need to see how the arts enrich our human capital, which becomes part of the economy, and then the economy grows. Support for developing the arts community could be a catalyst that could create positive change.”
IRYNA V. LENDEL, Ph.D.
ASSISTANT DIRECTOR
CENTER FOR ECONOMIC DEVELOPMENT

ABOUT IRYNA V. LENDEL

Dr. Iryna V. Lendel is the assistant director of the Center for Economic Development at the Maxine Goodman Levin College of Urban Affairs at Cleveland State University. Dr. Lendel is an economist with vast experience in conducting academic and applied research as well as analyzing regional economic development. Her research portfolio includes projects on industrial analysis (including high-tech industries, the oil and gas industry, steel industry and the re-emerging optics industry); technology-based economic development; and the ecology of innovation. She also writes extensively on economic impact and the role of universities in regional economies.

Dr. Lendel is also affiliated with the Center for Energy Policy and Applications. She conducts research in energy policy, electricity markets, and best management practices for water use sectors. Dr. Lendel was a principal co-investigator on a project assessing the economic impact of the Utica Shale development on the state of Ohio. She is a consulting expert on international shale development, and is currently assisting in the establishment of the first shale-related research institute in Ukraine. Dr. Lendel has been a consultant to the World Bank, Research Triangle Institute, and CRDF Global. She is an assistant editor of Economic Development Quarterly and a guest blogger at Crain's Ohio Energy Report.

Dr. Lendel earned her master's degree with honors from Ivano-Frankivsk Institute of Oil and Gas (Ukraine). After graduating from the Moscow Academy of Oil and Gas's post-graduate course, she earned her Ph.D. in economics at the Lviv Regional Institute of Ukrainian Academy of Science. She earned a second Ph.D. in urban studies from the Levin College of Urban Affairs, with a concentration in economic development. Dr. Lendel was named a Fulbright New Century Scholar for 2009-2010.

"The biggest revelation in this research for me was that Cleveland is the place to come for music education. And there is a clear link between music, education, and health care. We have one of the few programs nationwide that prepares specialists to use music therapy in special-needs care. If we were to promote that resource more, it would make Cuyahoga County more attractive to young people looking to develop their careers. It would be another help in terms of economic development.

"There are strong anecdotal stories about arts and management elite of different industries. A large portion of successful, C-level people moving around in industry have stories about their arts education. From my own experience — I graduated with eight years of music school in Ukraine — I know that music, and the arts in general, is a venue to become creative and excel in many areas of life. Music and art make you look at things differently. You learn to use both the left and right brain in other areas of life, too."

This type of project helps to fulfill Levin College’s mission of providing excellence in teaching, research, and service, actively improving opportunities for the citizens of the Greater Cleveland region and the state of Ohio.

"As a public institution, we have an obligation to improve our community," Dr. Lendel says. "We reviewed studies that were done on music in different parts of the country and didn’t see a lot of reports like this in terms of exploring different components of the music sector — economic impact, qualitative and quantitative assessments that bring texture into the research (i.e., interviews, focus groups, case studies). Other reports focus on just one facet; we took it to a much broader scope, providing important information that didn’t exist from other sources — information that can help our region.

"We captured only a fraction of the possible implications of the music scene for this region’s economic development efforts. As researchers with a high level of academic curiosity, we would love to explore the topic further."

Dr. Lendel gives full credit to her CED team. “It was a big team effort,” she says. “Our team loved the project and was curious about the topic. We also had a client who really cared and was involved. It makes a world of difference. There’s nothing more rewarding for a researcher than to have an engaged client."
The term “rustbelt” brings to mind older urban areas such as Cleveland, Cincinnati, Youngstown, and Toledo, Ohio; Pittsburgh; Detroit and Flint, Michigan; Buffalo, New York; Milwaukee; and St. Louis. Coined in the 1980s, the expression referred to cities that were heavily industrial. For many years, local economies could depend on manufacturing to keep them healthy and prospering.

However, in the late 20th century, American cities as well as other areas of the world experienced a major shift from heavy manufacturing to service-based economies. No more could cities rely on factories and other manufacturing entities to keep their people employed and their public coffers full. With the decline in industries came an increase in poverty — for individuals and for cities — and the need for public policies to help combat it.

A commonly shared view is that things used to be better in the past, and that today public policies and programs must be devised and implemented to improve the present and future of these cities.
restore past levels of affluence. Yet there is little agreement upon specifically which actions should be taken to this end. Public policy proposals differ vastly not only in terms of which actions should be taken, but also who should initiate and take responsibility for them, and who should pay for them.

The Road through the Rustbelt: From Preeminence to Decline to Prosperity in Midwest U.S. Industrial Cities* addresses a range of issues related to the renewal and attainment of prosperity in these cities. Edited by Dr. William M. Bowen, the book is based upon the assumption that although the time and circumstance since the heyday of industrialization have changed and become more complex, the foundations of renewed prosperity may stem today much as they always have, from a vibrant market economy. The common assumption throughout all of the contributed chapters is that capitalistic markets and free institutions can greatly contribute to the transformation and renewal of prosperity in these cities. Chapters explore energy policy, tax expenditures, evolution of clusters, economic development initiatives, workforce development, urban universities, arts, entrepreneurship, and more.

The focus is on how older industrial regional systems really work and what can and should be (and cannot and should not be) done through public institutions and policies in terms of efforts to improve their performance. The book explores what to do when markets don’t work and raises questions for consideration by community leaders:

- How can public policy step in to benefit cities struggling with new economic realities?
- At what point does public policy risk harming cities?
- In addition to industry, which factors create a sustainable, prosperous city?
- How do we align perception and reality regarding the future of American cities?
By way of example, consider how public policy intersects with economic development in these scenarios:

- Tax breaks given to industries to relocate from one city to another (i.e., American Greetings’ move from Brooklyn, Ohio, to Westlake, Ohio). How can Brooklyn pay for public services that have been supported by taxes paid by American Greetings for more than 50 years? How will it replace that source of funds?

- Tax breaks related to construction and new development (i.e., Cleveland Medical Mart). How long will it take to regenerate the public funds invested in the project?

- Creation of interstate highways moved industrial transportation from being based on railroads to being built around trucking. How can cities make productive use of existing railroads and related systems?

*Contributing authors: Ziona Austrian, Chieh-Chen Bowen, William M. Bowen (editor), Joan Chase, Ben Clark, David R. Elkins, Joel Elvery, Edward Hill, Kelly Kinahan, Iryna Lendel, Merissa C. Piazza, Hailong Qian, Gregory M. Sadlek, Chang-Shik Song, Andrew Thomas.
The Maxine Goodman Levin College of Urban Affairs is ranked second in the nation by *U.S. News and World Report* for urban policy and city management. Our specialization in nonprofit management is the only ranked program in Ohio, and the master of public administration is ranked in the top quarter of all public affairs degrees in the country.

The Levin College offers 13 degree programs that equip students with the knowledge and technical and management skills needed to launch careers in fields such as public and nonprofit management, city planning, environmental policy and management, economic development, public safety, historic preservation, and housing.