

St. Louis Metropolitan Research Exchange (STLMRE)

Newsletter, May 2007

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Welcome to the St. Louis Metropolitan Research Exchange (STLMRE)!

STLMRE is an effort to put researchers on St. Louis in touch with one another. We have no desire to institutionalize ourselves. Our mission is to exchange information about past, present, and future research on the St. Louis region that is of interest to urban scholars and concerned citizens. We trust that, like us, you will be impressed with the breadth and depth of the research being conducted on the St. Louis region. We think we have only scratched the surface, however. There is even more research out there that we have not heard about. We need your help. Tell us about your research, reports, and conferences. And give us your reaction to our website. We welcome your criticisms and suggestions for making it better.

In Memoriam

It is with a heavy heart that we announce the passing of our colleague, Jacqueline Tatom, on March 18, 2007. She is survived by her husband Paul Naecker and their 12-year old daughter, Theresa Ann Naecker. A professor in the School of Architecture at Washington University, Jacqueline served on the Board of the St. Louis Metropolitan Research Exchange for many years up to the time of her death. Under trying circumstances, she was always generous with her time and her ideas. She will be sorely missed.

I got to know Jacqueline through her work on STLMRE and through a "French connection" (Jacqueline was born in France and my wife teaches French). She had such a passion for life that it was difficult to believe that she was seriously ill. Jacqueline loved cities and was passionate about her work. A great conversationalist, Jacqueline had strong views -- but was always respectful of those whom she knew were mistaken! Her work adapting designs to declining inner-city neighborhoods was daring and innovative. Jacqueline presentation in our lunch speakers' series, "De-Urbanizing Urban Landscapes: Proposals for Change," stirred up a spirited discussion about new possibilities for partially abandoned St. Louis neighborhoods.

A memorial service for Jacqueline was held at Washington University's Graham Chapel on April 15th at which her friends shared their remembrances of her. From these testimonials it became clear that Jacqueline was someone who lived life to the fullest. She loved to cook and she loved to debate; she took the time to tend her garden and she

kept up with the latest literature on cities. She loved ideas but she never lost sight of the need to cultivate the small pleasures in life. Her passing will be a loss not just for her family, friends, and colleagues but for the entire city of St. Louis.

Todd Swanstrom

STLMRE Creates Jacqueline Tatom Best Paper Award

On April 19th the Board of the Metropolitan Research Exchange voted to create a Jacqueline Tatom Best Paper Award. The award is for the best paper on St. Louis, understood broadly as the entire St. Louis metropolitan area. The due date for nominations for the first award is August 17, 2007. Any paper, published or unpublished, completed in 2006 or 2007 is eligible for the award. The winner will be chosen by the Board of STLMRE. The winner will receive a plaque and will be invited to give a public talk, sponsored by STLMRE, based on the paper.

Anyone can nominate a paper, including the author. Nominations should be emailed to swansttf@slu.edu or mailed to:

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Papers handed in will not be returned.

Where Are We Going?

By Todd Swanstrom, Managing Editor

STLMRE is continuing to promote scholarship on St. Louis in a number of different ways. Through STLMRE Terry Jones and Mark Tranel put together a panel on urban development within floodplains at the Meeting of the Waters conference at UMSL on May 11th. The three speakers, J. Wayne Oldroyd, City of Maryland Heights, John Brazeal, City of Arnold, and Steven Lauer, St. Charles County, showed the variety of approaches to floodplain development in the region. Overall, the Meeting of the Waters conference was a great success. Robert F. Kennedy, Jr.'s sold out talk especially created a buzz.

Last February STLMRE sponsored a brown-bag lunch talk by Mark Abbott entitled "The First Master Plan: The 1907 St. Louis Civic Plan." It was fascinating to see both the faith in planning that existed a century ago as well as the often wrongheaded ideas about where St. Louis should go. We look forward to Mark's article on this subject.

STLMRE also sponsored a talk by David Barron of Harvard Law School on April 5th at Saint Louis University Law School based on his forthcoming book, with Gerald Frug, *City Structures* (Cornell University Press). Professor Barron argued, contrary to most urban scholars, that home rule is largely a myth. Citing examples from Missouri, he examined how home rule statutes and state laws restrict the ability of cities to control their fates.

The STLMRE Board agreed to sponsor two visits next year by scholars who have recently published books addressing topics that are on the agenda in St. Louis. The visits will consist of a small group discussion with scholars and an evening public talk sponsored by STLMRE and citizen groups. STLMRE has obtained financial commitments from UMSL's Public Policy Research Center and the departments of Political Science, Public Policy and Administration and History, as well as Saint Louis University's Department of Public Policy Studies.

The first visiting scholar will be is Matthew Lassiter, professor of history at the University of Michigan and author of *The Silent Majority: Suburban Politics in the Sunbelt South* (Princeton University Press, 2006). Based on original scholarship, Professor Lassiter's book shows how suburban sprawl and Richard Nixon's silent majority supported a race-neutral defense of segregated schools. Using detailed studies of Charlotte and Atlanta, Lassiter also shows how attention to economic integration, along with racial integration, created the possibility for more politically sustainable integrated schools in Charlotte. Lassiter's talk on the night of October 4th will be co-sponsored by FOCUS-St. Louis, which is leading a community dialogue on race and schools. **Reserve the night of October 4th on your calendars!**

STLMRE also plans to sponsor a talk by a prominent scholar writing on nonprofits in the Spring of 2008.

Bibliography - Recent Research on the St. Louis Area

Forthcoming book on St. Louis by Dennis Judd (University of Illinois Chicago and David Laslo (UMSL), **Civic Capacity and the Revitalization of St. Louis: 1952-2006** (University Press of Kansas). In spite of self-deprecating protestations regarding a lack of successful regional initiatives and an inefficient and complex system of governance that conspires to undermine cooperative efforts, St. Louisians have been able to plan and complete a series large-scale downtown infrastructure projects that rival those in most other cities in the United States. Three successive strategies for building civic capacity have unfolded in St. Louis to facilitate the revitalization of the downtown and other large-scale initiatives. Between 1950 and 1965 a regime strategy was employed in which City Hall and the city's corporate elites shared a common vision for urban renewal and the significant national resources that were provided to meet that end. By the mid-1960s, however, a second strategy for downtown revitalization emerged that featured a corporate-centered politics, during which time the successful assembly of civic capacity hinged largely on the ability of the Mayor to present and provide projects in which corporate elites and their companies would be willing investors and/or boosters. Since the early 1990s, building the civic capacity to undertake large initiatives has been made possible through the creation of quasi-public corporations and special districts. This third strategy of "shadow government" is the most recent means of achieving civic capacity in St. Louis and demonstrates that building civic capacity takes many and varied forms as the means of cooperation, leadership and motivation for cooperation change over time. It also demonstrates that St. Louis is not the outlier of dysfunctional governance that many have portrayed it to be and that it may be more similar rather than different than other

U.S. cities. It may also mean that St. Louis can take some well-deserved credit for finding the means, nee civic capacity, for overcoming obstacles to redevelopment.

Another forthcoming book is being edited by **Don Phares, Professor Emeritus, Economics and Public Policy, UMSL, *Who Will Govern Metropolitan Regions in the 21st Century?*** (M. E. Sharpe, 2008) In June 2006 the Public Policy Research Center sponsored a conference at the University of Missouri – St. Louis on *Government vs. Government in Metropolitan North America: Where is it Now? Where is it Going?* This conference brought together researchers from the United States, Canada, and Mexico. The work from this conference is being published as an edited book. It contains three introductory chapters one on the formal government experience, one on governance issues, and one on who will govern in the U.S. It goes on to examine the experience in six U.S. cities. It then turns to metropolitan governance in Canada and a detailed examination of the Vancouver, BC case. Finally, it looks at governance in Mexican cities. One of the U.S. cities examined is St. Louis in the chapters “Moving Toward Regional Governance Incrementally: The St. Louis Case” by Terry Jones and Don Phares (both at UM–St. Louis) and “Building Civic Capacity: Governing St. Louis 1992–2005” by Dennis Judd (Univ. of IL Chicago) and David Laslo (UM–St. Louis).

Articles:

John C. Navin and Timothy S. Sullivan, "Do Riverboat Casinos Act as Competitors? A Look at the St. Louis Market," *Economic Development Quarterly*, Vol. 21, No. 1, February 2007, pp. 49-59. Using monthly data covering 1991 to 2003 for the five casinos located in the St. Louis, Missouri, metropolitan area, the authors examine how the return to gaming, as measured by the payout rate on electronic gaming devices, changes as new firms enter the market. The clear timing of the new entrants into the market and the availability of monthly data allow the authors to examine how competition has affected the payout rates. They find that new entrants into the market have clearly reduced the hold rate (increased the payout rate) on electronic gaming devices and increased the return to gamblers. Given that the tax revenue from riverboat gambling is based on adjusted gross revenue (total revenue less payout), the decrease in hold rates and, therefore, adjusted gross revenue has significant policy implications for local governments.

Todd Swanstrom and Laura Barrett, “The Road to Jobs: The Fight for Transportation Equity and Local Hiring,” *Social Policy* forthcoming Summer 2007. This article tells the story of the Transportation Equity Network (TEN), a coalition of 300 grassroots organizations that has fought for greater equity in federal transportation policy. In particular, the article discusses the effort to use federal transportation funds for local workforce development. Minorities, women, and residents of disadvantaged neighborhoods have traditionally been excluded from jobs on federal transportation projects. There is a shortage of construction labor in many metropolitan areas today. TEN got inserted into SAFETEA-LU (2005) a “Sense of Congress” that state DOT’s should partner with community-based organizations to bring minorities, women, and disadvantaged persons into the construction industry. The article concludes with a case study of the historic workforce development agreement negotiated between MoDOT and

a coalition of community groups in St. Louis to commit \$2.5 million from the I-64 project to workforce development. Similar local workforce development initiatives are under way in about fifteen metropolitan areas in the United States.

Other News

Community Outreach Partnership Grant to UMSL: Supported by a \$200,000 Community Outreach Partnership Grant to UM-St. Louis from the U.S. Department of Housing and Urban Development, the Affton Community Partnership is focusing on three key areas: welcoming New Americans to the Affton community, supporting Affton's older residents, and building community capacity for positive change. Partners providing support are the Affton Community Betterment Association, Affton Chamber of Commerce, Affton School District, Bayless School District, FOCUS St. Louis, International Institute of St. Louis, the St. Louis County Department of Planning, and the St. Louis County Economic Council. Within UM-St. Louis, units actively involved are the Gerontology Program, the Department of Psychology, Public Policy Administration, and the School of Social Work. The project director is Terry Jones, professor of political science and public policy administration, and the project manager is Kay Gasen, director of the Community Partnership Project. The project has been underway since December 2005. For updates, go to www.umsl.edu/~conted/cpp/acp. Although the grant expires December 2007, UM-St. Louis will continue to work on various initiatives spawned by the effort in subsequent years.

The Institute for Urban Research at SIUE is sponsoring a research team that is investigating the effects of the manner in which No Child Left Behind (NCLB) mandates have affected the morale and behavior of elementary and secondary school principals, teachers, and students in older core urban schools. In general, State Departments responsible for overseeing the provision of education in the respective states have mandated that specific objectives be met to achieve the Adequate Yearly Progress required for a school district or unit to remain in good standing under the provisions of NCLB. This has resulted in a top down approach to designing various parts of the curricula that are used in the schools. This process reduces the freedom that principals and teachers have had in designing curricula to meet the specific needs of their student populations. This reduction in the "academic" freedom that most teachers believed that they have and should enjoy and were entitled to exercise in order to educate their students effectively and efficiently may have adversely affected the morale and subsequent behavior of teachers in the classroom. The morale of principals may be affected because they are now required to implement programs and to use materials, especially evaluation instruments, over which they have limited or no control. If the morale of teachers is adversely affected, this may affect the morale, attitudes, and achievements of students in these classrooms. SIUE's research team consists of Marie Byrd-Blake, team chair and Assistant Professor of Educational Leadership, John Hunt, a former school superintendent and Assistant Professor of Educational Leadership, Michael Afolayan, Assistant Professor of Curriculum and Instruction, Robert LeAnder, Assistant Professor.

RegionWise Director Steps Down: Barb Holmes, Executive Director of RegionWise, the research and database service arm of the College of Public Service at SLU, since its founding has stepped down to attend to family responsibilities. RegionWise is a Danforth Foundation funded initiative that grew out of the 2004 project. In 2004 RegionWise moved from the United Way to the College of Public Service at Saint Louis University. We wish Barb the best of luck in her future endeavors.

RegionWise, continues on course, but with changes. On course means proceeding with several major research and community-development projects, ranging from the Watkins Creek Watershed Project to the 911 Police Department Audit to the Healthy Marriage Initiative. Changes involve Bob Mai taking on the director's role formerly held by Barb Holmes. Dr. Mai presently teaches the Organization Theory and Behavior course for the Dept. of Public Policy Studies, and heads the Center for Organizational Leadership and Renewal there. He will be adding RegionWise to these responsibilities, while at the same time seeking stronger integration of RegionWise's assets with faculty research and the work of other College centers.

SIUE's Institute for Urban Research gets a new director. Andy Theising, a professor of Political Science at SIUE and longtime member of the Board of STLMRE, has accepted to be the new Director of the Institute for Urban Research effective July 1st. Good luck, Andy.

Professor Heathcott Joins New School Faculty

Professor Joseph Heathcott of Saint Louis University's Department of American Studies has accepted a position as Associate Professor of Urban Studies at the New School in New York, with appointments in Lang College and the Parsons School of Design. He will also serve as Senior Director of the institution's civic engagement initiatives.

Joseph was elected to serve on the national board of directors of the Urban History Association. In addition, the UHA appointed Joseph to chair a commission to study the historical development and impacts of the U.S. HUD HOPE VI program. Finally, he will serve as chair of the committee for the Catherine Bauer Wurster Award to be given at the Fourteenth Planning History Conference in 2007.

Joseph has been a member of the Board of STLMRE since its founding in 2002. An outstanding scholar with impressive knowledge of St. Louis, Joseph has been a constant prod for St. Louisans to think outside the box, preserve our architectural heritage, and provide the fruits of urbanism for everyone, regardless of race or class. Joseph's wife, Ashley Cruce, has served as Director of the Center for Social Justice Education and Research at Saint Louis University since 2002. Their departure will be sorely missed by those who promote scholarship and social justice in St. Louis. We all wish them the best of luck in their new adventures in New York City.