

ABSTRACTS:

**Department Of Urban and Regional Development,
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Ph.D. Dissertations

The Technological Transformation of White Collar Work: A Case Study of the Insurance Industry

Barbara Elizabeth Baran

May 1986

Under the impact of the new computer-based technologies, work organization and job design in white collar production settings such as the insurance industry are being radically altered. Neither the upgrading nor the deskilling hypotheses adequately describe either the character of this change or its underlying dynamic. On the one hand, for example, in line with Taylorist principles of work organization, simpler tasks are being turned over to cheaper labor and therefore clerks with the aid of sophisticated computerized work stations are assuming many of the functions of professional workers; on the other hand, however, skill levels both within and across occupations are rising as machines increasingly perform the most routine and repetitive tasks. Equally important and in contrast to the expectations of both perspectives, several discrete work configurations are emerging on the basis of inherent differences among products and markets; more than one pattern was found even in the case of standardized, mass produced product lines. Distinct occupational structures are associated with each. There is also indication that the various dimensions of skill are affected differentially in the process of job redesign; for example, breaking the concept of skill into its two principal components—substantive complexity and autonomy/control—it is clear that performance requirements of many jobs are rising while at the same time worker autonomy is increasingly circumscribed. Similarly, no necessary identity was found between skill and other job attributes, such as pay, prestige, opportunities for occupational mobility, and job security. In fact, the combined forces of technological change and an increasingly competitive environment have resulted in the design of highly contradictory job situations. These contradictions are being at least temporarily resolved through the vehicle of a uniquely amenable work force: married suburban housewives. As such, women workers are not only particularly affected by this transition; the availability of a relatively high quality, low cost labor pool remains a critical determinant of job design in white collar settings.

*Property Rights And Democracy: The Beliefs Of San Francisco
Neighborhood Leaders And The American Liberal Tradition*

Stephen E. Barton

December 1985

Property rights shape our daily lives, our political activities, and the boundaries between public and private domains in our society. In this dissertation I examine the interaction between public and private domains and as it has been shaped historically through the activities of urban reformers and neighborhood organizations and as it is experienced today by neighborhood organization leaders in San Francisco.

The neighborhood is a zone of tension between the private domain of personal independence and the home and the public domain of shared space, interdependence, and collective choice. Government establishes structures of property rights and democratic decision-making which mediate between the two spheres and neighborhood organizations work to preserve or modify these boundaries according to the values of their active members. Neighborhood organization leaders' differing beliefs about the appropriate forms of property rights and the democracy reflect long-standing political debates, and are at the root of severe differences over neighborhood-related public policies.

The neighborhood movement began in efforts to adapt the ideals of Jeffersonian democracy, originally based on self-employed property owners who were citizens of a culturally homogenous small-town agricultural society, to fit a heterogenous urban society whose economy was based on large industrial corporations. One approach promoted homeownership as a replacement for the small farm and the protected neighborhood as a replacement for the small town community. Another approach sought to create "new property rights", inherent in people's roles as employees and neighbors, which would provide non-owners with rights to security in their employment and place of residence and to participate in governing their workplace and neighborhood. Proponents hoped such rights would sustain active citizenship and bring diverse people together through common participation in the democratic process.

San Francisco neighborhood leaders reflect the two competing forms of Jeffersonianism. Some give priority to private property rights, feeling that property ownership is a sign of responsible membership in the community. Others feel that all people should have rights to security and stability in housing and employment and that such rights make responsible membership in the community possible. Both groups value the diversity of the city, however, and both groups feared that conflict could destroy the neighborhood civility and mutual tolerance that they value in San Francisco.

Although they accepted and even welcomed the diversity of the city, property-rights oriented leaders felt insecure in a heterogenous city whose residents are mostly renters. They hoped for more widespread property ownership, yet feared conflict with non-owners in the process. Universal-rights oriented leaders were concerned that replacing hierarchical control of the economy through private property rights with a system of universal rights and shared responsibility would overburden neighborhood civility and might result in destructive conflict rather than the mutual learning process described in theories of participatory democracy. Property-rights oriented leaders shared this concern. A review of other researchers' interviews dealing with attitudes towards conflict in the neighborhood and at the workplace revealed similar beliefs that major decision-making responsibilities should be kept separate from the informal community of the workplace and neighborhood in order to avoid conflict among community members and preserve civility and cooperation.

Both property-rights and universal rights oriented approaches to neighborhood organization support increasingly detailed collective regulation of neighborhood life, differing on the matters to be regulated and whether such regulation should be public or involve private covenants. Such detailed regulation requires the ability to incorporate conflict resolution into the normal routines of life. Whether the United States can develop the institutional and cultural resources to accomplish this is an open question.

The Structure, Location and Role of High Technology Industries in U.S. Regional Development

Amy Katherine Glasmeier

May 1986

The occupational composition, organizational structure and specialized production features of high tech manufacturing all contribute to highly differentiated economic development patterns across U.S. regions. First, high tech industries exhibit a distinct spatial division of labor. Analyzing disaggregated occupational categories confirms that concentrations of professional, technical and management employees are found in different localities than are concentrations of production and assembly workers. States in the Northeast and West have high proportions of technical occupations in their high tech industries, compared with the South and the Midwest. Second, the corporate structure of high tech industries is found to shape this spatial division of labor. Although distributed among independent, local branch affiliates, corporate headquarters and national branch plants, high tech employment is concentrated in multi-establishment firms. In the West and Northeast high tech is found to be more concentrated in

independent and local affiliate establishments than in the Midwest and South. A disproportionate share of Southern employment is found in national branch plants. Third, high tech firms' impact on local economic development varies by the dominant type of organization and product. Establishments consisting of stand-alone profit centers organized around product lines are identified as "technical branch plants". The creation of such plants is a critical step in the expansion path of high tech firms. The greater the autonomy exercised by these establishments the more likely the local linkage and spinoff creation, which is also a function of the type of product produced, the production process employed, and corporate policies toward procurement and personnel. I identify three product types (one-of-a-kind, custom and standardized) which require specific input structures and therefore exhibit unique linkage potential. Case studies suggest that firms producing customized products with highly variable input structures and established subcontracting relationships are more amenable to spinoff creation than firms producing either one-of-a-kind or standardized products.

Prospects For Differential Transit Pricing In the U.S.: Analysis Of Attitudinal And Institutional Determinants

Joel Edwin Markowitz

December 1985

Over several decades, planners and economists have urged public transportation agencies to adopt fares that vary by either the cost of providing service or by the value or benefit of the service to the user. It has been argued that differentiated fares would be both more efficient and more equitable than the more common practice of having a uniform fare level for all services at all times. While many transit agencies have some form of fare differentiation, few have adopted anywhere near the variety or extent of fare differentials that have been recommended. This research was designed to better understand the reasons for adoption or non-adoption of fare differentials, and the factors that might lead to changes in the future.

A self-completion questionnaire on transit fare attitudes and opinions was completed by 1,977 transit professionals representing sixty-nine U.S. transit systems. Respondents overwhelmingly expressed support for a wide range of fare differentials. They balanced this support, however, with pragmatic concerns about the adequacy of their analytical tools to provide the necessary policy guidance, the marketability of more complex structures, and the ability of their fare collection systems to adapt to such structures.

A multiple discriminant analysis supported the contention that fare policy outcomes are related to a complex interaction between transit professionals' opinions and beliefs about fare policy and a range of institutional factors that include the agency's fare history, internal decision processes, and external influences.

To supplement the national survey, case studies were conducted at three sites where highly differentiated fare structures have been adopted. The case studies revealed that fare differentiation may be a useful policy tool to balance competing interests in complex metropolitan settings.

Prospects for increased application of differential transit pricing will depend on: (1) making certain that differentiated fares are appropriate to the local setting; (2) improving analytical tools to accommodate a range of fare differentiation options while providing timely, policy-relevant and conclusive findings; and (3) improving fare collection equipment technology to adapt to more complex fare structures without creating operational problems. All three areas are amenable to continued research and development.

*Manufacturing Decentralization and Regional Productivity Change:
The Case of Korea*

Yangho Park

May 1986

After achieving some success in industrialization, developing nations will consider decentralization of the next industries to be added. Is economic efficiency in location compatible with equity between regions? Or is one obtained at the expense of the other—a trade off situation? The nature and extent of productivity performance in the respective regions will help determine which argument holds. The productivity criterion should be based upon *total factor productivity*—which incorporates both capital and labor inputs.

This study examines regional capital distribution and productivity performance in Korea for manufacturing from 1966 to the present. The predominant share of this capital has been centrally allocated or regulated. Much of it was obtained through international borrowing. Regression models and a *sources of growth* accounting model are applied to a set of capital stock time series data for manufacturing.

One finding is that the territorial allocation of manufacturing investment was strongly determined by top central bureaucrats' motivation to steer policy benefits toward home provinces. Another is that the initial spatial distribution of capital stocks tends to be retained, despite anticipated losses in productivity.

An expected finding is that the entrepreneur's territorial origin will determine significantly the localization of the industry. A *representative bureaucracy* with merit-based promotions should logically have these consequences.

Depressed regions have relied heavily on productivity growth to achieve gains in output; core regions depended upon the momentum of capital accumulation. Further analyses find little evidence that substantial investments in the core provinces are due to differences in efficiency gains relative to the peripheral provinces. The regional productivity growth is largely determined by the capital utilization, the firm size distribution, and the managerial and cyclical dynamic mechanisms of production rather than by mere external benefits through spatial agglomeration economies.

Overall, the findings go against much of the conventional wisdom of tradeoffs between equity and efficiency. This study suggests that where the goals of equity and efficiency are compatible, a modified decentralization policy in which equity occupies a dominant position needs to be implemented if economic productivity and political performance are to be integrated successfully.

*Fiscal Austerity and the Reorganization of Urban Services:
Planning For Children and Families in the 1980s*

Victor Rubin

June 1984

This is a study of changes in the planning, management, financing, and social functions of services for children. In the late 1970s and early 1980s, fiscal stress in local government led to retrenchment in recreational, cultural, and extended-day educational programs. During the same period there was a growing demand for many types of child care. The fiscal austerity and increased demands for child care combined to create pressure for new forms of service provision.

The study was designed to assess two broad stages of change. The first stage—short term crisis management—was analyzed in four states where local governments experienced significant fiscal austerity due to tax or spending limitations, federal budget reductions, and/or a depressed economy. In all four states the local administered departments that included services for children endured the proportionally largest cutbacks in municipal government. The cutbacks created more serious problems in central cities and in lower income communities generally, where parents were less likely to compensate with new user charges, tax overrides, or use of nongovernmental programs.

The second stage of change was the structural reorganization of the services. This reorganization included increased reliance on volunteers and private fundraising, a larger role for nonprofit service providers, employer-related child care, and various partnerships between local government, business, and other parties.

These new relationships were explored in four projects intended to mobilize new resources for children's services in Oakland, California. These efforts did not compensate for the bulk of the service reductions enacted between 1978 and 1982. They did provide some budgetary flexibility and build support in the community. The privatization of children's services did not substitute for local government so much as alter its role. Though direct service provision decreased, the responsibilities of the city government as facilitator, regulator, planner, and "broker" increased.

Privatization poses critical policy choices in city governments. Public officials need to incorporate parents' opinions and leadership as well as their volunteer hours and dollars. In stimulating non-governmental service provision, cities need to maintain access for low income families. They need to generate financial support for child care from the private sector without ceding control of public policies to the business community. These issues will greatly affect the degree of democracy and equity in the provision of services.

Job Creation and Small Enterprises
A Case Study of Jakarta
Lynn May Thurston
May 1986

This dissertation examines the job creation process in small enterprises to shed some light on why the past ten years of assistance to these enterprises has failed to create jobs.

The dissertation examines the job creation process in 184 enterprises in Jakarta to determine how they went about adding or not adding jobs. Understanding this process, it is argued, is the first step towards designing new programs that better reflect the job-creating possibilities of these enterprises.

Enterprises operating in three locations in the city and working in different sectors (i.e., manufacturing, trade, and service) and in different activities (e.g., food manufacturing, upholstery, printing, and electronics trade) were selected for study. It was hypothesized and verified that enterprises operating in these

different locations, sectors, and activities have varying potentials for creating jobs.

It was discovered that most jobs are created within the first five years of an enterprise's existence and that entrepreneurs who are young and well educated create the largest number of jobs. This indicates that start-ups are contributing more to new job creation than older, existing small enterprises. Aid, however, usually goes to these older enterprises.

Professional Reports, M.C.P.:

*View Analysis of the Northern Waterfront Planning Area,
San Francisco California*
Amy Natalie Rakley
May 1986

The Northern Waterfront Planning Area of San Francisco extends from Aquatic Park to Pier 39, to Francisco Street to the south. This is a diverse area of San Francisco, encompassing Fisherman's Wharf, the city's key tourist attraction, Pier 39, Aquatic Park, Ghiradelli Square and the Cannery, as well as residential neighborhoods. The waterfront area provides some of the most significant views of San Francisco and the Bay to be found.

These views are inventoried and categorized according to an explicitly stated set of values. Visual resources such as significant landmarks, natural elements, and maritime features are identified. The visual and experiential aspects of five important approaches to the waterfront area are described. A "Walk Along the Waterfront" describes the views seen from fourteen viewpoints. Views to the planning area from the surrounding hills and vistas from the planning area are described. Photographs illustrate the entire report, and a map showing the locations of the viewpoints from the "Walk" is included. The Report ends with a discussion of the design and policy implications of the findings.

Master's Theses, M.C.P.:

The Structures of Hope: Support for People with Aids
Timothy Haggerty

The growing incidence of Acquired Immunodeficiency Syndrome (AIDS) in America has led to the development of municipal and volunteer support services that assist the person with AIDS through the stages of illness, from diagnosis to death.

This report outlines the organizational structures developed within the counties of San Francisco and Alameda, in California.

Mandated support services provide inpatient, outpatient and at-home medical services, as well as mental health services and disability assistance for people with AIDS. Not-for-profit, community based, organizations supply case management and client advocacy services, lend emotional and practical support to people with AIDS, and provide health education and general counseling services to the general population. The result of these activities is a comprehensive set of services for the individual diagnosed with AIDS.

This report recommends that public health providers develop support services for people with AIDS by refocusing and expanding existing social services. In addition, this report builds a model for the possible liability incurred by a municipality due to the incidence of AIDS.

A Master Plan for Community Gardens in San Francisco

Kristina Elmstrom

September 1986

This document was prepared for the San Francisco League of Urban Gardeners, a non-profit corporation, to promote the institutionalization of community gardens as legitimate and socially responsible use of open space.

The current San Francisco Community Garden Program is a cooperative effort between the public and private sectors. There are 47 active sites and approximately 2000 participants. San Francisco's community gardens include four national award winning sites. However, the impact of the fiscal and organizational crisis that confronted the Program in the early 1980's is evident when San Francisco is compared with other major American cities.

San Francisco needs more community garden space. This need is concentrated in those neighborhoods where there is a combination of high residential density, low income households, the elderly, families with school aged children, the disabled, and recent immigrants to this country.

Local government has a vital role to play in community gardening in San Francisco. Maintenance efficiency can be increased by encouraging community gardening on vacant or underused City properties. Neighborhood beautification, the elimination of health hazards, and increased property values strengthen the case for government support. Participation by the City is a cost-effective and socially responsible way to meet the needs of the poor, seniors, refugees, and people without backyards.

Adequate resources to meet the requirements of a

Comprehensive Community Garden Program in San Francisco exist. A combination of public and private strategies can secure the long-term use of land for community gardens. Funding sources are diverse and sustainable. Human interest runs high.

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