



#### Ithaca faculty

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ILRLR 4052

### ***Making Development Equitable: Community Control in the New Economy***

fall 2019: August 29–October 17

TR 11:40–12:55

381 Ives Hall

#### **Course content**

*How are community-based organizations (CBOs) advancing inclusive, equitable development?*

*How does community-controlled development contribute to building a new 'social' economy?*

Zeroing in on a current phenomenon – the emergence of CBOs as innovative actors in the transnational contest to manage economic development – this course takes a deep dive into the issues, challenges, and opportunities involved in exercising community control over development. Our focus is on a particular type of community activism, one whose purpose is to make the outcomes of development more equitable by making the governance of development more inclusive. Through their actions to make development inclusive and equitable, CBOs not only counteract the inequalities generated by the global mobility of capital and labor. They also join forces with a growing movement to increase civic governance capacity and create a new, social economy. For students interested in learning about the current wave of transnational activism to democratize political economy, this course features a crucial agent of change.

The primary objective of this course is for students to develop understanding of the new community role in governing economic development, by studying

- 1) the purposes and practices of community-controlled development, contrasted with neoliberal, profit-maximizing development – for example:
  - what capacities are CBOs building among community residents and organizations to exercise control over local development?
  - how are CBOs framing development programs to achieve equitable outcomes?
  - what strategies are CBOs using to include community voices in existing governance regimes?
- 2) the achievements of community-controlled development and their contributions to transforming market-controlled economic development – for example:
  - as agents of equitable economic development, how are CBOs contributing to increasing their local region's innovative capacity for community-sustaining development?
  - as agents of inclusive economic development, how are CBOs democratizing regional decision-making structures and processes?

The course is designed to expose students to a broad range of organizational initiatives whose goal is to empower citizens to make economic development equitable, and therefore, community-sustaining. Our exploration of CBO activism is both (1) sharply focused and (2) comparative.

- 1) The course features a core case study: Buffalo's Partnership for the Public Good (PPG), a think tank with over 270 community partners focused on changing the economic and social landscape in the western New York region. Guest presentations from partner organizations explore in-depth the mechanics of exercising community control over regional development.
- 2) At the same time, readings and class discussions also examine a range of other relevant cases are examined in our readings and class discussions.

Our case-study approach is necessarily selective, but it is sufficient to make clear the larger implications of community-controlled development: that it is not just a national phenomenon, but also an international phenomenon; that it is not just a non-profit alternative to for-profit development, but also a movement to redefine development. Moreover, by emphasizing the range of activities undertaken by CBOs, our approach highlights the variety of career opportunities available for students interested in working in the emerging social economy.

## **Course learning outcomes**

- 1) You will **develop an increased understanding of the actions** that community organizations are taking to address the economic challenges facing their communities: why communities are taking action to control development, and what new capacities need to be built when communities assume this new economic governance role.
- 2) You will learn how to **identify the range of challenges** that communities need to address in order to provide alternatives to existing ways of thinking about and undertaking economic development: e.g., how communities need to organize outsiders as well as community members to achieve their objectives; how pursuing alternatives often requires overcoming legal, political and financial obstacles.
- 3) You will learn to **analyze the complexities** of introducing alternative purposes and practices into an existing field of purposes and practices: e.g. how the ideals and programs that constitute “equitable development” and “social economy” have divergent meanings for their advocates, and can be co-opted by those already in positions to control development.
- 4) You will gain experience in **evaluating the initiatives** of specific organizations in specific locales through comparative analysis: contextualizing community-controlled governance as a national and international phenomenon.
- 5) If you have experienced engaged/service learning through your work in a community-based organization, you will be able to **deepen your insights through a critical comparison** of your practical knowledge of community-controlled development with academic knowledge.

## **Course requirements**

Reading and writing assignments are designed to increase your ability to comprehend and interpret resource materials, and to present your analysis in essays that are clear in their expression and logical in their form. To satisfy course writing requirements, you will complete two types of assignments: reading reaction reports (4) and a final paper. Satisfying class participation requirements entails (1) contributing to daily discussions of assigned readings and (2) initiating a discussion of a case study. Since your written work and your verbal participation will be based on your reading, the quality of your performance will be significantly related to your completing reading assignments in accordance with the class schedule.

### required reading:

- 1) articles, book chapters and reports; as listed below in class schedule – available on Cornell Canvas course website
- 2) additional article, book chapter, or report; for the comparison (regional or organizational) undertaken in your final paper

### writing assignments:

#### *reading reaction reports*

Brief reports (400-500 words; =1.5 pages) summarizing your reactions to the primary findings presented in four of the reading assignments, focusing on (a) the programmatic innovations of CBOs to make development equitable; and/or (b) the strategic actions of CBOs to include community voices in decision-making structures and processes.

#### *final paper*

An extended essay (c. 3000 words; = 10 pages) analyzing the contributions of CBOs to the reconfiguration of economic development goals and practices, including government structures and processes, by comparing either (1) the initiatives taken by CBOs in different metroregions; or (2) the initiatives taken by different CBOs within the same metroregion. To make your comparison of CBO activism, your analysis will (a) *describe* place-based problems/challenges, as well as program initiatives designed to increase equity and inclusion; and (b) *assess* the outcomes of actions taken, both for solving specific problems in metro economies, and for democratizing local development governance systems.

### class participation:

#### 1) *contribute to classroom discussions* (10%) –

Raise and respond to questions about the assigned readings. Classroom discussions of readings will focus on authors' explanations for community-driven changes in economic development (why particular changes occurred) as well as their descriptions of these changes (how changes occurred).

#### 2) *initiate classroom discussion of a case study* (10%) –

Select one of the readings (9) on a non-Buffalo case study (7) to be covered on

- Sep 10 – Utah
- Sep 12 – LA (2)
- Sep 19 – Washington, DC & Lawrence, MA
- Sep 26 – San Antonio (2)
- Oct 3 – Cleveland & Milwaukee

Initiate classroom discussion of the case study by summarizing the author's primary findings about (1) institutional innovation in promoting equitable development, and (2) the impact of this innovation on solving metroregional economic problems and/or restructuring a metro's economic governance system.

### grading of requirements

reading reaction reports	30%
final paper	50%
class participation	20%

### **Academic integrity**

Each student enrolled in this course is expected to abide by the Cornell University Code of Academic Integrity. Any work submitted by a student for academic credit will be the student's own work. The *Code of Academic Integrity and Acknowledging the Work of Others* can be found in the *Policy Notebook for the Cornell Community* and also on the web at:

[http://theuniversityfaculty.cornell.edu/policies/pol\\_main.html](http://theuniversityfaculty.cornell.edu/policies/pol_main.html)

### **Accessibility**

Students with Disabilities: Your access in this course is important. Please give me your Student Disability Services (SDS) accommodation letter early in the semester so that we have adequate time to arrange your approved academic accommodations. If you need an immediate accommodation for equal access, please speak with me after class or send an email message to me and/or SDS at [sds\\_cu@cornell.edu](mailto:sds_cu@cornell.edu). If the need arises for additional accommodations during the semester, please contact SDS. SDS is located on level 5 of Cornell Health, 110 Ho Plaza, 607-254-4545, [sds.cornell.edu](http://sds.cornell.edu).

**Class meetings – schedule and topics**  
(readings and lecturers subject to change)

R Aug 29      **course overview**

**I. Governing economic development: conceptualizing the community role**

T Sep 3      **counter-acting neoliberal political-economic restructuring**

readings (complete before class meeting):

📖 Richard Morin and Jill Hanley, “Community Economic Development in a Context of Globalization and Metropolization: A Comparison of Four North American Cities,” *International Journal of Urban and Regional Research* 28, 2 (2004): 369–383

R Sep 5      **reconfiguring community building/organizing**

📖 Susan Saegert, “Building Civic Capacity in Urban Neighborhoods: An Empirically Grounded Anatomy,” *Journal of Urban Affairs* 28, 3 (2006): 275–294

**II. Advancing equitable development: institutionalizing an alternative approach**

**A. programmatic initiatives**

T Sep 10      **framing a community-defined development agenda**



presentation: Andrea Ó Súilleabháin, PPG Exec. Director

📖 Xavier de Souza Briggs, “Rethinking the American West: A Civic Intermediary and the Movement for ‘Quality Growth’ in Utah,” chapter 4 in *Democracy as Problem Solving: Civic Capacity in Communities across the Globe* (Cambridge, MA and London: MIT Press, 2008), 63–88

📖 Partnership for the Public Good (PPG), “2019 Community Agenda”

R Sep 12      **grounding policy-making in research and shared learning 1:  
*LAANE (Los Angeles Alliance for a New Economy)***

📖 Manuel Pastor, Jr., “Common Ground at Ground Zero: The New Economy and the New Organizing in Los Angeles,” *Antipode* 33, 2 (2001): 260–289 [note: skim 260-273, read 274-283: ‘New Organizing’ and ‘Conclusion’]

📖 Harold Meyerson, “L.A. Story,” *The American Prospect*, 24, 4 (Jul/Aug 2013): 28–34, 36–39, 41

T Sep 17      **grounding policy-making in research and shared learning 2:  
*PPG (Partnership for the Public Good)***



presentation: Sam Magavern, PPG Senior Policy Fellow

📖 PPG (Aaron Krolikowski & Sam Magavern), *Working Toward Equality, Updated: Race, Employment and Public Transportation in Erie County* (PPG Report, 2017), 34 pp.

📖 PPG (Nicole Hallett), *Workers on the Brink: Low-Wage Employment in Buffalo and Erie County* (PPG Policy Report, 2018), 17 pp.

R Sep 19

**building capacity for exercising control over local development 1:  
*ONE DC (Organizing Neighborhood Equity in D.C.) &  
Lawrence Community Works***

📖 Malo Andre Hutson, "Washington, DC: 'Chocolate City' is Changing," chapter 6 in *The Urban Struggle for Economic, Environmental and Social Justice: Deepening Their Roots* (London and New York: Routledge, 2016), 120–149

OR

📖 Joyce Mandell, "Picnics, Participation and Power: Linking Community Building to Social Change," *Community Development* 41, 2 (2010): 269–282

T Sep 24

**building capacity for exercising control over local development 2:  
*PUSH Buffalo (People United for Sustainable Housing)***



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presentation: PUSH Buffalo

📖 Sam Magavern and Aaron Bartley, "The PUSH Green Development Zone: Building Housing Equity from the Ground Up," *Buffalo Law Review* 65, 1 (2017): 237–254

📖 Behrang Foroughi and Rachel Garbary, "Pushing for Green Solutions to Urban Neglect: The Work of People United for Sustainable Housing (PUSH)," in *Citizen-Led Innovation for a New Economy*, edited by Alison Mathie and John Gaventa (Rugby, UK: Practical Action Publishing, 2015), 178–188

**B. restructuring governance**

R Sep 26

**creating inclusive governance via contests over policy 1:  
*COPS (Communities Organized for Public Service), San Antonio***

- 📖 Mark Warren, "Community Building and Political Power: A Community Organizing Approach to Democratic Renewal," *American Behavioral Scientist* 42, 1 (1998): 78–92
- 📖 Chris Benner and Manuel Pastor, "San Antonio" from chapter 6 ("Struggle and the City: Conflict-Informed Collaboration) in *Equity, Growth, and Community: What the Nation Can Learn from America's Metro Areas* (Oakland: University of California Press, 2015), pp. 150–160

T Oct 1

**creating inclusive governance via contests over policy 2: PPG**



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presentation: Lou Jean Fleron, PPG Board Chair  
Sean Ryan, NY State Assembly Member - Buffalo

📖 PPG (Tina Meyers), *The High Road Economy: Principles and Practices* (PPG Policy Brief, 2015), 2 pp.

📖 PPG (drafted by Michelle Zhao), *Taking the High Road to Canalside: How Community Activism has Shaped Buffalo's Waterfront* (PPG Policy Brief, 2017), 11 pp.

see also: Virginia Parks and Dorian Warren, "The Politics and Practice of Economic Justice: Community Benefits Agreements as Tactic of New Accountable Development Movement," *Journal of Community Practice* 17, 1/2 (2009): 88–106

- R Oct 3      **co-governing development via community intermediaries 1:  
Cleveland Housing Network &  
GJLN (Good Jobs and Livable Neighborhoods), Milwaukee**
- 📖 Michael McQuarrie and Norman Krumholz, "Institutionalized Social Skill and The Rise of Mediating Organizations in Urban Governance: The Case of the Cleveland Housing Network," *Housing Policy debate* 21, 3 (2011): 421–442
- OR
- 📖 Sandra Zupan, "Enacting an Equitable Agenda: Exploring Community Strategies in Milwaukee's Inner-City Redevelopment," *Urban Geography* 32, 7 (2011): 1043–1065

- T Oct 8      **co-governing development via community intermediaries 2:  
PPG & Open Buffalo**
-  PARTNERSHIP  
FOR THE  
PUBLIC GOOD      presentation – India Walton, Open Buffalo Lead Organizer

- 📖 PPG (Sam Magavern with Alexis Leonard), *The Buffalo Niagara Medical Campus: A High Road Strategy to Maximize the Community's Benefit* (Open Buffalo Report, 2013), 12 pp.
- 📖 PPG, *A Plan that Bears Fruit: A Community Land Trust and Other Tools For Neighborhood Revitalization in the Fruit Belt* (PPG Policy Brief, 2016), 11 pp.

### **III. Building a new, social economy: communities and their partners in economic transformation**

- R Oct 10      **transforming development practices via building a social movement**
- 📖 Penn Loh and Boone Shear, "Solidarity Economy and Community Development: Emerging Cases in Three Massachusetts Cities," *Community Development* 46, 3 (2015): 244–260
- see also: Wilson Majee and Ann Hoyt, "Cooperatives and Community Development: A Perspective on the Use of Cooperatives in Development," *Journal of Community Practice* 19 (2011): 48–61
- T Oct 15      **fall break – no class**
- R Oct 17      **transforming development policy via intersectoral collaboration**
- 📖 Marguerite Mendell and Beatrice Alain, "Enabling the Social and Solidarity Economy through the Co-construction of Public Policy," chapter 9 in *Social and Solidarity Economy: Beyond the Fringe*, edited by Peter Utting (Zed Books, 2015), 166–182
- 📖 Nancy Neamtan, *The Social and Solidarity Economy: Towards an 'Alternative' Globalisation*, translated by Anika Mendell; background paper for Symposium on Citizenship and Globalization (The Carold Institute for the Advancement of Citizenship in Social Change, Langara College, Vancouver, June 14-16, 2002), 15 pp.
- M Oct 21      **final paper due**