DOCUMENT RESUME

ED 206 219 HE 014 216

TITLE	Campus and Community.
INSTITUTION	Educational Facilities Labs., Inc., New York, N.Y.
SPONS AGENCY	Alfred P. Sloan Foundation, New York, N.Y.; EXXON Education Foundation, New York, N.Y.; Ford Foundation, New York, N.Y.; Rockefeller Bros. Fund, New York, N.Y.
REPORT NO	ISBN-0-88481-244-8
PUB DATE	80
NOTE	56p.
AVAILABLE FROM	Academy for Educational Development, 680 Fifth Avenue, New York, NY 10019 ($5.00 plus $1.00 postage, prepaid).
EDRS PRICE	MF01 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	Campus Planning; Case Studies; *College Role; *Community Development; Community Involvement; *Cooperative Planning; Cooperative Programs; Facility Improvement; Higher Education; Housing Needs; Neighborhood Improvement; *School Community Programs; School Security; *Shared Facilities; Space Utilization; Teacher Housing; *Urban Improvement; Urban Renewal
IDENTIFIERS	Aquinas College MI; Brown University RI; Case Western Reserve University OH; Ohio State University; Pratt Institute NY; Saint Louis University MO; University of Pittsburgh PA; Xavier University of Louisiana

ABSTRACT

The college's role in enhancing the physical environment and facilities of its surrounding community is examined, based on the experiences of more than 30 institutions, ranging from small private colleges to large state-run universities. In contrast to practices in the 1950s and 1960s, there is currently a new understanding that the campus and the community have common concerns that need to be addressed together. Between 1957 and 1967 the need for more and better facilities resulted in expansion of colleges and universities into their surrounding communities. The beneficiary of renewal was to be the university and many of the redevelopment plans for cultural centers and scientific research complexes were abandoned after the land had been acquired and buildings torn down. Currently, joint planning groups, with representatives from both community and university, are common, and the focus of planning is as likely to be on community projects as it is on university projects. The concepts of partnership, community participation, and small-scale development are now embraced by the federal government as well. Eight case studies of renewal are examined as follows: University Circle, Cleveland: Xavier University: St. Louis University; Pratt Institute; University of Pittsburgh: Brown University; Ohio State University; and Aquinas College. Additionally, strategies being used by more than 20 institutions are addressed, including the following: campus-related commercial development, renovation of community buildings, shared cultural facilities, community housing improvements, and expanded range of campus security. Principles of partnership include good communication, commitment, openness, and a willingness to cooperate. (SW)

CAMPUS AND COMMUNITY

Published by Educational Facilities Laboratories
a division of the Academy for Educational Development

This report is available for $5.00 plus $1 postage, prepaid from AED, 680 Fifth Avenue, New York, NY 10019

Library of Congress Catalog No. 80-68469
ISBN Number 0-88481-244-8
First printing October, 1980

Foreword

This modest report results from a brief look at what urban colleges and universities can do to aid the revitalization of their adjacent communities. It continues a long-standing EFL program of investigating and reporting on physical facility and planning topics concerning college campuses and their communities, reports such as Bricks and Mortarboards (1964); A College in the City: An Alternative (1969); Generating Revenue from College Facilities (1974); and Campus in Transition (1975).

The idea for this report began with a 1978 study of the facility needs of City University of New York, including the role of several colleges in the renewal of their neighborhoods. Research for the report was done by Jim Peters, with assistance from Sy Zachar and Roy B. Cohn. The Ford Foundation, Alfred P. Sloan Foundation, Exxon Education Foundation, and Rockefeller Brothers Fund supported this report, and were among a group of foundations that supported the CUNY study, directed by Harold Howe II. To them, to "Doc" Howe, and to the college, university, and community leaders who shared with us their experiences and insight, we are grateful.

Alan C. Green
Senior Vice President AED
Director, EFL Division

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Introduction

> Universities and colleges are not civic betterment associations. Their missions -- teaching, training, research and the extension of man's knowledge about himself and his universe -- should not be diverted into operations in city planning and redevelopment unless these diversions are essential to the fulfillment of the primary missions. It is, however, a tragic fact that these efforts are today essential to the ability of the institutions to fulfill their primary responsibilities.
>
> Julian H. Levi, Chairman
> Southeast Chicago Commission
> University of Chicago
> 1961

The relationship between colleges and universities and their surrounding communities -- between town and gown -- is a multifaceted subject which has been extensively researched, written about, and experienced. At times, especially in the 1950s, 1960s and early 1970s, the relationship was often combative, with expansion plans bringing institutions into conflict with the community. In the late 1970s -- and hopefully through the 1980s -- the issue is what the institution can do working with its community to the mutual benefit of both.

In this report we are looking at only one facet of the campus-community relationship: the college's role in enhancing the physical environment and facilities of its surrounding community. Through case examples, we look at motivations, participants and results -- and conclude with a few guiding principles. The experiences of more than thirty institutions, ranging from small private colleges to large state-run universities, are recorded here.

We fully recognize the array of services many colleges offer their communities, including medical, legal, day care, recreational and cultural services, not to mention education and training. The value of these services in any community redevelopment effort should not be underestimated. Often they furnish the necessary university-community linkages for future partnerships. Along with the economic, cultural, and recreational impacts an institution has on its neighbors, the provision of services can be essential to a community's well-being and physical development.

Important as these services are, they are not the subject of this report. Rather, our messages are these: the physical conditions of a community can be enhanced by partnership efforts with the college and university; the institution can, in turn, benefit; and, for the 1980s, this relationship should be more aggressively pursued through public and private programs. It is a renewal strategy that should not be ignored by those who care about the quality of our communities and our campuses.

I

Changing Times, Changing Motives

> Gem of the ocean...crowned and set upon a height...like an Acropolis on the Hudson stands Columbia.
>
> Stand Columbia, 1902

> While New York City descends towards chaos, Columbia academicians talk about slums as if the slums were another country; they deplore and they regret and they consider. But there is no inclination among the academic princes to what academicians will have to do if the universities are to save the 'urbs.'
>
> Roger Kahn
> The Battle for Morningside Heights, 1970

The traditional view of the urban university in America has been that of a secluded pastoral retreat -- a walled-in ivory tower, set apart from the surrounding community.

While public land-grant institutions played a significant role in the development of rural areas in the last half of the nineteenth century, public and private colleges and universities in cities remained relatively isolated from the realities immediately outside their gates. Urban institutions focused their efforts on instruction and research, which, until fairly recently, were rarely directed to the problems of cities.

Yet urban colleges and universities were affected by the major social changes taking place around them. Shifting patterns of migration into and out of cities, and shifting populations and real estate markets within cities drastically changed the neighborhood communities adjacent to urban colleges. By the years following World War II, many urban institutions found that the once gracious, or at least middle class, neighborhoods in which they had been established had deteriorated into slums.

Declining housing stock, increased crime and lack of supporting services all contributed to making it difficult to attract faculty members and students to urban campuses. Faculty members who did come chose to live elsewhere and commute to work. As one University of Chicago administrator put it, "We were becoming a collection of scholarly commuters, rather than a community of scholars." Many would-be students chose to attend universities in suburban or rural settings, where fear of crime was not a major issue. In short, the urban university's existence was in jeopardy.

At the same time, the potential pool of students was increasing rapidly as the bachelor's degree was becoming the minimum necessary education for many fields, and as returning servicemen received support from the GI Bill to continue their education. In addition, the launching of Sputnik produced rapid changes in science and other fields, requiring construction of major new facilities.

Faced with these two realities -- declining attractiveness to students and faculty, and the need to make major capital investments and expand facilities -- many urban universities had to make a choice. Would they pull up stakes, sell off their campuses in the cities and build anew in more congenial surroundings? Or would they hold on to their urban identities and invest in new facilities where they were? Most chose to stay.

Renewal and Strife in the Boom Years

Having chosen to stay in the city, urban colleges and universities began to expand and to seek "renewal" of their communities. Expansion was fueled by a more than doubling of college enrollments between 1957 and 1967. The need for more and better facilities was enormous, and expansion took these institutions into their surrounding communities.

Renewal, however, tended to be quite limited, often amounting to little more than removal. The university's goal was to make the campus more attractive to students and faculty who themselves came from middle class backgrounds. The beneficiary of renewal was to be the university. The community -- which was viewed more often than not as a collection of blighted buildings and undesirable residents -- was to be rebuilt in the image of the university.

Universities were not alone in this view of urban planning and development. Conventional wisdom of the 1950s and 1960s held that urban redevelopment was best carried out by massive reconstruction of new and better surroundings. This was the cornerstone of the Federal Urban Renewal program, which subsidized purchase, demolition, and reconstruction of large tracts of land in cities throughout the country.

Educational institutions made use of the Urban Renewal program after the law was amended in 1959 to permit colleges to benefit from land right-down mechanisms, when done in conjunction with municipal plans. By the time the program ended 10 years later, university projects had taken more than 12,000 acres of land and $500 million in grants. One survey estimates that an average of 169 acres were added to large urban universities between 1959 and 1970.

Redevelopment plans included cultural centers, scientific research complexes, and other ambitious university projects. Many of these never got carried out -- and many were abandoned after the land had been acquired and buildings torn down, leaving acres of barren earth. Again, this outcome was typical of the entire Urban Renewal program, and was not limited to universities and colleges.

Large-scale redevelopment necessarily increased tension between institutions and community residents. The university was to be the beneficiary and community residents the victims. During this time of expansion universities actually contributed to the physical decay of surrounding neighborhoods. Sometimes it was direct -- the university bought slum properties for eventual demolition, thereby becoming slumlords. Sometimes it was indirect -- property owners in the path of expansion knew they were in a real estate market that was based on land value rather than buildings.

Not surprisingly, one survey of schools in large urban centers found that 80 percent had experienced frequent or severe tensions with their communities. William L. Slayton, Commissioner of the Federal Urban Renewal program in the 1960s, described "an almost universal attitude in non-university people of hostility toward the university." One Columbia University administrator referred to his school as a "paratrooper in enemy country."

Once again, urban colleges and universities were affected by major social changes taking place around them. Central city riots riveted national attention to the conditions of life in city slums. Poor people and minority students organized, presented demands for improved conditions and challenged the underlying philosophy of the Urban Renewal program. In the matter of a few years emphasis shifted from massive demolition and construction, to small-scale neighborhood renewal. And concerns broadened from the physical fabric of the city to include the social and economic fabric of local neighborhoods.

This time, students and faculty members were active participants in the social changes. Campus strikes at Columbia, Harvard, Berkeley and many other universities were spurred by proposed institutional expansion into crowded urban settings. Student radicals brought the rhetoric of social responsibility, which had been applied in the South regarding racial integration and was being applied to United States involvement in the Vietnam war, back to the institutions themselves.

The institutions responded. Urban studies programs, urban observatories, and a multitude of social outreach programs were initiated. Some of these, no doubt, were intended as community relations efforts to placate students and community residents; but for the most part they represented a serious effort to understand urban problems and to create more appropriate strategies for urban community development.

At the time of the 1968 Columbia strike, for instance, only one New York City postsecondary institution offered an urban studies curriculum; soon after, a half dozen did.

As a result of the conflict of the Sixties and a better understanding of how cities work, new strategies have been developed. A new era of cooperative planning, more sensitive to the common and interlocking concerns of universities and their surrounding communities, has been created.

Campus and Community Renewal Today

The philosophical change regarding the relationships between campus and neighboring communities has been great. There is a new understanding that the campus and the community have common concerns that need to be addressed together.

Urban universities and colleges continue to be concerned about their attractiveness to faculty and students. Competition among institutions will continue to be great during the coming era of declining enrollment. Safety and crime are still major issues. But these institutions have abandoned the notion that crime can be addressed by simply expanding university or college turf, by expanding their islands of safety. Instead, they see crime as an issue which affects community residents, too, and are working with community people to increase safety on the campus and in the community.

The sharp physical edge between campus and community is also blurring as colleges build new buildings which include commercial and other uses, and rehabilitate individual small buildings in the community for university offices. The walls are coming down, literally as well as figuratively.

The current period of enrollment stability and projected enrollment decline has removed large-scale campus expansion as a major source of conflict with communities. Plans for major new buildings have been shelved. In fact, many institutions own land which was once purchased for expansion and is now considered surplus. The real estate market has again changed. It is now in the institution's interest to seek rehabilitation or development which will enhance the community, and institutions have a resource which allows them to make a positive contribution to the community at large.

The cost of energy and maintenance is also having an effect on college and university building plans. More institutions are making commitments to a tighter, more compact, operating plant, with a greater focus on efficient use of existing buildings. Concern over energy efficiency will probably also mean less campus sprawl in any future development and perhaps even an increase in in-fill construction within existing campus boundaries.

The process of planning as well as the nature of plans has changed. Joint planning groups, with representatives from both community and university, are common. Plans are reviewed and modified through an open process. Tensions remain, but most conflicts are resolved before the confrontation of bulldozer and picketline that was common in the Sixties. And the focus of planning is as likely to be on community projects as it is on university projects. The concepts of partnership, community participation, and small-scale development are now embraced by the federal government as well.

The eight case studies presented in the next chapter illustrate the evolution of campus and community renewal from confrontation to collaboration, sometimes in the same example.

II

Eight Stories of Renewal

What can a small private college located in an urban slum do to help its neighbors and itself? How will the response differ in the case of a large university with considerable resources and the unflagging support of its chancellor? What difference can a foundation grant make in launching a redevelopment program? How does a venerable Ivy League institution cope with local demands for historic preservation? How does a growing university, after being embroiled in bitter conflict with a community over a period of years, learn to switch gears and begin to work with its former adversary?

The case studies in this chapter will provide answers to these and other questions. Although the institutions chosen are intended to represent eight different approaches to renewal, they share similarities as well. All institutions, for example, emphasize the importance of working with local community groups and of opening the planning process up to those who will be affected by it. Renewal efforts at all of the institutions also have the backing of key administrators and often students and faculty as well. Finally, all of the institutions studied here are, in a quiet way, success stories -- although it is important to note that many didn't begin like that.

Shifting Perspectives
University Circle, Cleveland

During the late 1950s many of the major private educational, medical, and cultural institutions concentrated on Cleveland's Eastside were nearly tripping over one another in their efforts to expand facilities to meet rising demands. Recognizing that a serious conflict was developing over available land and services, Case Institute and Western Reserve University allied themselves with 26 other area institutions to form a nonprofit development organization for the University Circle area.

The goal of what is now called University Circle, Inc. (UCI) was to help create a 488-acre "cultural center," with UCI guiding its long-range development and acting as a land bank for the various institutions. Soon, it also became involved in providing services to member institutions, including busing, security, parking, and landscaping. In addition, UCI began to serve as a major planning organization for the city's Eastside.

Urban Renewal, Community Removal

The organization envisioned a 20-year, $200 million project to upgrade surrounding neighborhoods, which were rapidly deteriorating. Assisted by the Federal Urban Renewal program's Section 112 provisions, thousands of residential properties were purchased and residential improvements made. However, the renewal process also resulted in the demolition of some 2,000 housing units, and left behind many acres of what are still vacant lots.

Over the past decade pressures for expansion have decreased for the area's educational institutions. Meanwhile, neighborhood pressures have been increasing. Plans for a loop roadway were blocked by faculty and students in the late 1960s, and community pressure helped preserve many of the homes on Hessler Street, a landmark district. Tensions peaked in 1977 when road construction through a park area resulted in the arrest of several dozen local residents. The road was eventually built, but the conflict led to formation of the University Circle Tenants Union. The Union has successfully kept rent increases on UCI-owned properties below the inflation rate.

The growing strength of the Union and other community groups, along with changing institutional development needs have forced UCI to pay more attention to its relationship with the community and to examine its long-term role regarding ownership of area real estate. "They're now recognizing that a residential component in the community makes sense," says Jim Miller, co-chairman of the 2,000-member tenants union.

UNIVERSITY CIRCLE TENANTS UNION
Vol.III No.1
NEWSLETTER

WE TAKE MATTERS INTO OUR OWN HANDS

Work underway on 2077 Cornell. (Photo by Steve Kahn)

On July 13, a group of 29 residents met on E.115th St. with Ken McGovern and Dick Pace of UCI, to plan out the neighborhood's contribution to the saving of 2069 and 2077 Cornell, two houses at the corner of E.115th and Cornell which have become a real symbol of the determination of the Circle residential neighborhoods to survive against all odds.

Out of the meeting came a decision for the community to use its labor and UCI materials to rebuild the back porch of 2077 and the front porch of 2069, in order to defray some of the $10,000 worth of repairs which UCI says are needed on the two homes. Work is currently underway on 2077. The community of the community wide importance of the issue.

Reinvestment and Divestment

More than 400 of the area's housing units are owned by UCI, most of them in apartment buildings originally purchased to be torn down for expansion programs. "We're now trying to play catch-up by reinvesting money in these properties," says Ken McGovern, who directs properties and planning for UCI.

His group has also begun to act on some of the surplus properties it owns. For example, fifteen houses in the "Little Italy" neighborhood east of University Circle were sold back to local residents in 1978. The homes had been purchased by UCI years earlier for the planned expansion of athletic facilities for what is now Case-Western Reserve University. Plans for the expansion were never carried out.

Other surplus property is gradually being sold off, often to cooperatives formed by neighborhood residents. But fear of widespread land speculation and potential displacement of longtime residents has made land sale a delicate issue.

A Mountain of Gentrification

"We're sitting on a mountain of gentrification," notes McGovern, who says UCI has used its large land holdings to resist the trend. "We believe it's important that a good long-term economic mix be maintained in the community." The surrounding neighborhoods now have a significant proportion of elderly residents and former mental patients, in addition to students and young professional residents.

Relations between UCI and the community have been improving slowly. Monthly meetings are now held to discuss common problems, such as the potential sale of property, neighborhood improvements, and proposed new development. Several recent UCI-sponsored projects have provided subsidized housing for the elderly and the community is hopeful of encouraging additional residential development. The UCI budget, however, is tight and additional funding sources are being explored.

A Planning Advisory Committee of community and institutional representatives was recently formed, to develop long-range plans for the University Circle area, and to help formulate a policy for future land sales.

"The tide hasn't yet completely turned," tenants union co-chairman Miller notes. "There are still buildings being torn down, and more areas being paved over for parking lots. But we're a lot closer than we've ever been. And the residential commitment is now there."

Commitment to a Neighborhood
Xavier University

Xavier University was founded in 1925 to serve the black community of New Orleans and to provide quality education for blacks in the South. Today, the mission of the 1,900-student Catholic institution is more closely tied with its surrounding community than ever before.

This growing relationship with Gert Town, an adjacent low-income black neighborhood of 8,000, began to develop in the mid-1960s with the inception of several social service programs in the community. Out of these efforts has grown a commitment by Xavier to help redevelop what had largely been a deteriorated 60-block area of the inner city.

Give and Take

"We believe that a university must be committed to the needs of the community it serves," says Sister Loyola Edelen S.B.S., director of the school's Special Programs in Education. "We wanted to open a channel to the people, to develop a give-and-take situation."

A community arts center is operated by several Xavier nuns who also make their homes in the community. Several other faculty members have bought houses and rehabilitated them, and Xavier rents a half dozen residences to faculty members as an aid in recruitment efforts.

Another service program, CUNAPAR, Federally funded and staffed by Xavier faculty, has helped residents improve their properties, the majority of which are owned by absentee landlords. Through the program, the City inspected many of the the area's dilapidated homes, and a full-time contractor was hired to assist residents in making the minimum repairs mandated by City inspectors.

Several workshops have also been held to address many aspects of home maintenance -- from carpentry to consumer rights. In one year, about 80 homes were repaired, and other rental units were improved by tenants. The housing stock, much of which is the common New Orleans style of shotgun construction, still needs considerable work, but its decline has been arrested.

Clout in City Hall

University leadership has also lent considerable strength to the community in its dealings with the City of New Orleans. "The politicians will come and talk with Gert Town if the University is there," notes Clarence Jupiter, Director of Development for Xavier. It also helps that the present mayor is a Xavier alumnus.

Xavier has joined with an interested community group, the Danneel Area Improvement Council, to induce the City to repave neighborhood streets, provide regular bus service and maintenance, and to prevent rezoning of the neighborhood for light industrial uses. Construction of a new area elementary school and a private nursing home are also partially attributable to Xavier.

A $1 Investment Yields $500,000

The University's landholdings in the community have also been a boon to development. When the City planned a public health center for the area, the site selected initially was outside the neighborhood. Xavier presented the City with some vacant property it owned in Gert Town, offering to lease it as the Center's site for $1 a year. In exchange, the City agreed to use the $500,000 allocated for land purchase for a new child development center. The child development center is used by Xavier to train teachers and to care for neighborhood children.

A similar property arrangement has been worked out for an indoor swimming pool in Gert Town, scheduled to open in 1980. Xavier owns the land on which the complex was built and will lease it to the City. Community residents will use the pool on weekends and on weekdays after 4 p.m.; during academic hours it will be used by Xavier students. Xavier insisted on an indoor pool to enable greater use, and will conduct training programs at the facility. The pool is being built with a combination of local and Federal funds. Many of the priorities for health and recreation facilities were established as part of a long-range plan prepared in 1972 in cooperation with Educational Facilities Laboratories. One of the plan's remaining projects, to cover a drainage canal that has long been a physical and psychological barrier between Xavier and Gert Town, is now on the back burner, as Xavier wrestles with its needs for increased academic space. The space is necessary to accommodate Xavier's steadily increasing student enrollment, which many feel is a result of improved community relations and the broadened academic curriculum it has made possible.

NewTown Development St. Louis University

One of the largest community redevelopment projects involving a university is now underway on 1,200 acres surrounding the campus of St. Louis University.

The hope for the NewTown project is to create a community of 40,000 in an area that through gradual decay saw its residential population shrink drastically. The redevelopment package includes rehabilitation and construction of thousands of housing units, expansion of the University's medical facilities, plans to attract new light industry, and upgrading a once vibrant office and retail center near the heart of the development area.

Despite its large scope, the project's development strategy is being directed at small-scale, neighborhood renewal efforts. Through a unique partnership involving the City, community, and St. Louis University, citizen involvement has been stimulated and project benefits more evenly distributed.

Blight at the Front Door

Like many older urban institutions, St. Louis University was originally built in a plush residential area far removed from the City's central business district. By the 1940s, however, following decades of industrial expansion and residential flight to the suburbs, the University neighborhood had changed greatly. Vacant storefronts surrounded the campus; the housing stock was severely deteriorated; and the crime rate was increasing rapidly. Serious thought was given to relocating the entire campus to a safer suburban location, for as one fearful administrator put it, "Blight and decay is at our front door."

Through the leadership of Rev. Paul C. Reinert, who became President of the private Catholic institution in 1948, the University began to participate more actively in the civic life of the community. However, the area continued to decline and by the early 1970s was a serious threat to the institution. As Reinert notes: "We had clear evidence from our recruiting people that many parents were becoming afraid to have their children come here. The area was beginning to be a serious deterrent to recruitment."

Assuming Leadership

In 1974, following discussions with representatives of other institutions, city officials, business leaders, and neighborhood residents, St. Louis University assumed leadership in establishing a nonprofit development corporation. The goal of the NewTown/St. Louis Corporation was to plan, promote, and monitor development of a 600-block area surrounding the campus. Its operating budget was funded by local contributions and matched by a foundation grant. Reinert, who had since become Chancellor of the University, was to serve as board chairman for NewTown.

The NewTown staff divided the district into seven project areas. The plan was to spin-off several "for-profit" groups which could then develop the areas according to general specifications provided by NewTown.

Phased Development

The first area to be addressed was a 25-acre, predominantly residential tract in the southeast quadrant of the development district known as Lafayette Towne. Rejecting earlier private development plans that would have bulldozed the surviving housing stock, the NewTown group suggested rehabilitation of some 300 units, to be complemented with new construction. To date, about 70 homes have been rehabilitated, with little displacement of existing residents.

The second area to receive consideration has been a 271-acre site in the southwest quadrant near St. Louis University Hospital and two other medical facilities. As was the case with Lafayette Towne, about three-fourths of the "new" housing will be rehabilitated existing structures. Development is being directed by the Midtown Medical Center Redevelopment Association and financed largely by hospital boards. While much of the housing will be occupied by doctors and medical students, strong representation of community residents on the Association's board has directed attention to the needs of existing tenants.

As a result of an earlier renewal project that had forced the relocation of many neighborhood residents in the 1960s, "many people were suspicious of our institutional motives in the Midtown area," Reinert notes. Consequently, the Midtown efforts have involved local residents in each step of the planning process, often contributing to lengthy but necessary delays in project scheduling. One result is that

neighborhood groups have generally been in agreement with the development board's plans.

A third major development project is just getting underway in a 292-acre area at the heart of Midtown. Formerly a major entertainment area and center for doctors' offices, this region immediately north of the University is projected to become a revitalized commercial area. The Midtown district has been placed on the National Register of Historic Places, and rehabilitation of several previously vacant buildings is underway. In addition, construction is expected to begin shortly on a new state office building whose location in the Midtown area is seen as a key anchor for redevelopment. Recently, the University joined with two other groups to form the City Center Corporation to guide this area's development.

A Man for All Seasons

To date, Reinert estimates that the University's financial investment in the entire NewTown project "has really been in my time, as I have spent between half and three-quarters of my hours on it." Now, however, Reinert has resigned as Chancellor to devote himself full-time to the redevelopment, and the Board of Trustees has pledged itself wholeheartedly to support City Center.

"The University's commitment," estimates Reinert, "will be about $500,000 a year for the entire project, which the trustees consider to be an excellent investment in the future enrollment of the University." As for himself, Reinert views his increased involvement in the project as "an entirely new career."

Among the project's many benefits, it has served as a "living laboratory" for students who have worked with neighborhood groups and has helped to encourage additional business investment in the area. "Our prime motive all along was to make sure that the environment would not be a threat to our enrollment," says Reinert. But in the words of one area business leader, "St. Louis University has clearly established itself as the great preserver of Midtown St. Louis."

Small Scale Renewal
Pratt Institute

At Pratt Institute, neighborhood involvement does not profess to be a master redevelopment plan of the same scale as NewTown in St. Louis. Neither the economics nor the resources of the Brooklyn, New York school would allow such an effort.

"We have no grand illusions," says Steven Kagan, the Pratt Provost who helps supervise the Institute's various community activities. "It's the little things that make a difference -- those done bit by bit and in small pieces."

As late as 1970, Pratt had considered moving its campus to a more secure location. The area around the 4,000-student institution, located midway between Downtown Brooklyn and the blighted Bedford-Stuyvesant area, had been on a steady downward slide. Pratt, however, decided to remain and serve as an anchor for revitalization of the area.

Through its efforts, the Myrtle Avenue Coalition was recently formed to help revive a declining commercial strip just north of the 20-acre campus. Composed of merchants, local banks, and Pratt officials, the coalition has begun to attract private funding and grants and to develop an important leadership role.

"Our trying to do it alone was impossible," says Roy Vanasco, a lifetime area resident who has operated a Myrtle Avenue refrigerator sales and service business since 1957. "With Pratt's assistance things have turned completely around."

Neighborhood Security

A cooperative security system has been initiated and application has been made for a Community Development Block Grant to help pay for street improvements, supplementing the investments of private storeowners. "We also hope to bring in 15 to 20 new businesses," says Vanasco, "mostly smaller neighborhood service stores such as shoe, hardware and clothing shops." There are now about 160 businesses in the area.

One of Pratt's significant contributions to the neighborhood

has been to improve security around the campus, particularly around the local subway station. This increased security presence has benefitted the adjacent Clinton Hill neighborhood, where private renovation of brownstone rowhouses is underway. The Institute is currently preparing a plan for the cavernous Fulton-Washington Street subway station, which proposes closing off one entrance as a security measure.

Providing Technical Assistance

Another visible contribution has been through the Pratt Center for Community and Environmental Development, founded in 1963. The Center operates through the School of Architecture and Planning and has a city-wide mission to provide technical assistance to community groups in the physical development of their neighborhoods.

The Center has been active in housing rehabilitation projects in the Fort Greene neighborhood near the Institute and throughout Brooklyn. Students receive academic credit for working on community projects, and Pratt faculty are tapped for design and planning assistance.

The Institute also owns two vacant industrial buildings which it intends to rehabilitate. The surrounding area combines residential and light industrial uses -- a mix Pratt hopes to encourage by leasing one structure for industrial space and converting the other into residential lofts.

Community Use of Campus Facilities

In 1975, Pratt constructed a $5 million Activity-Resource Center on the edge of campus as a "physical symbol" of its commitment to the neighborhood. Pratt encourages community use of the facility, which includes a gymnasium, art studios and science laboratories. Local residents are free to use the outdoor track for jogging and the gym is open on a scheduled basis for group activities. Several of the Institute's many youth programs in arts, theater and sports also use the facility.

While Pratt's efforts have not exactly created an Eldorado of the neighborhood, they have succeeded in stabilizing what had once been a rundown area three blocks from the former Brooklyn Navy Yards. As one longtime observer said of the Pratt-community relationship, "It was one of utter necessity. Without Pratt, this place would have gone through the floor."

Beginnings in Conflict
University of Pittsburgh

The community uproar that was generated when the University of Pittsburgh announced ambitious building plans in the early 1970s was loud, clear, and a bit unexpected. As one Pittsburgh administrator later commented, "We were sadly naive." The widespread opposition managed to cut across class lines, ranging from poor black and white tenants, to middle-class homeowners, and the Oakland area's wealthy business interests. All maintained that the University's proposed academic center would interfere with the quality of the largely residential community, change traffic patterns, and add to parking problems. . .

The Oakland community was joined in its fight by the City's planning department, which agreed that the neighborhood should have some degree of input into the plans. A community group, People's Oakland, was soon formed to present an alternate plan to the proposed complex. The citizen protests also helped initiate a series of construction delays that eventually caused the University to lose its Federal funding for a proposed high-rise dormitory and to abandon its original plan for the Forbes Academic Center.

If You Can't Beat 'em...

Acknowledging the reality of community involvement needs, Pitt agreed to participate in a joint planning process with the community and City officials to resolve the final design of the building. The school also established an Office of Public Affairs, which, together with the community's newly-formed planning group, Oakland Directions, Inc. (ODI), eventually settled on a much modified and smaller complex. As a result, a single building now accommodates most of the functions that were originally proposed for three buildings, requiring fewer changes in the community's overall appearance.

ODI has since become the area's recognized planning and development agency. Its representation of University and City officials and community and business interests has been applauded in one national study as extremely balanced. Bitter confrontations have generally been replaced by negotiations. Recently, a University proposal

for a hotel-conference center in the area was tabled because of the serious objections of business and residential interests. It is now being considered at a different location.

Student Ghetto

Currently, the area's most acute concern is the quality of Oakland's housing stock. In the past ten years the number of student-occupied housing units in the Oakland community has more than doubled and now represents nearly half of the school's 7,000 off-campus students. Absentee landlords, unsafe structures, poor maintenance, and serious overcrowding have contributed to a steady decline in the neighborhood. Few new units have been constructed, despite the growing need for more rental space. Added to these pressures are the demands for parking and circulation space. Daily commuters into the Oakland area -- primarily University staff, faculty and students -- now outnumber Oakland residents.

The City, Oakland Directions and the University have already joined together in several studies of the dire housing situation, with recommendations for stricter code enforcement, rehabilitation of existing units, new construction and alternative on-campus housing choices for students. To date, no concrete proposals have been made, but recent negotiations suggest that a cooperative solution will be worked out.

Preservation and Rehabilitation
Brown University

When Brown University tore down several eighteenth-century residences to build a new dormitory complex in the late 1950s, the preservation interests in Providence, Rhode Island united. Their vigorous protests were too late to save those structures, but they did serve to create the local Preservation Society.

Along with much of the rest of the country, Brown's theories of neighborhood preservation have shifted dramatically since that time. Today, existing buildings are recycled whenever possible to meet construction needs of the University.

Sustaining the Ambience

In 1979 four buildings were rehabilitated for a new performing arts center and several others for academic purposes. In addition, there is a commitment to reusing smaller College Hill area structures for institutional space, which, according to one campus planning report, will "sustain the special ambience around the campus...with its varied architectural styles." Buildings that cannot be recycled are often relocated.

One indication of Brown's new commitment to building preservation is that the most recent President of the Preservation Society is Robert Reichley, who also is Brown's Vice President for Community Affairs.

Brown's interest in fitting development into the surrounding community can also be seen in one of the University's few new buildings, the award-winning Pembroke Dormitories. Located along a busy commercial street near the University, the complex also includes six retail shops on its ground floor. As the American Institute of Architects' awards jury noted: "It is an outstanding example of the weaving of an institution into the urban fabric...successfully maintaining the scale and activity of the shopping street while simultaneously creating a great and intense focus of its own." The shops help offset the construction costs for Brown and also provide property taxes to the City.

Less Land, More Liquidity

Brown is reducing its land holdings in the community under a University policy to confine the campus to a specified area. Properties outside a designated line are sold off to private owners, as well as those inside the line for which the school has no immediate use. Property sales have generated capital for other rehabilitation projects, and administrators point out that consolidation of the campus operating plant has proven to be an energy asset.

One off-campus property that Brown continues to own, south of campus, was originally planned for use as a parking garage until Fox Point neighborhood residents blocked those plans. Recently, a private developer proposed moving several older residences onto the site, but neighborhood residents defeated the plan, claiming it would encourage land speculation. Both sides note that whatever finally gets built on the vacant site will have to be by mutual agreement.

The Portuguese of Fox Point

Another sign of cooperation between Brown and the community is a brochure written by members of the Fox Point Community Organization and printed and distributed to students during registration by the Brown Housing Office. It explains how rents in the predominantly low-to-moderate income neighborhood are beginning to escalate drastically. The brochure notes that these economic pressures are causing displacement of the community's longtime Portuguese residents, "since landlords know that students can usually pay more than an immigrant family." The brochure urges students to "think about living outside Fox Point." In addition, all publications at Brown have refused to run advertisements for any available apartments in Fox Point, and administrators have attempted to limit the number of off-campus students and to stabilize overall enrollment.

According to Robert Reichley, the increasing sophistication of citizen groups and the University's realization that it does have an impact on the surrounding community have had a great impact on University-community relations. As head of Brown's Office of Community Affairs, created in 1969, Reichley views his role as "bringing both the community and University into contact with the issues...to make known our plans, erase the doubts and put down the rumors." Reichley's advice to other community affairs offices: "It's better to let the community know your plans than to create a mystery."

Coalescing a Community Ohio State University

A campus study prepared in 1961 for Ohio State University stressed the importance of planning beyond the institution's boundaries in Columbus, particularly in regard to housing. "A wide variety of housing needs, preferences and incomes among University people," the report read, "requires an equally varied choice of housing accommodations near the campus...It must not be surrounded by a gold coast in which University people could not afford to live nor by an incipient slum in which they do not want to live."

By the end of the 1960s, however, the prospect of being located next to a slum was becoming increasingly real. The pressures of unmanaged growth were eating away at the University community. An incursion of high-density apartment buildings was threatening a once-fashionable residential area east of campus, faculty members had begun to move to the suburbs, and the turnover rate of the area's many substandard dwelling units was rising steadily.

The major commercial strip, High Street, was plagued with overcrowding, traffic congestion, and property use out of character for a university community. The area was simply becoming, in the words of one University official, "a horrible environment -- socially, physically, and visually."

Neighborhood Boosterism

Fortunately, because of the large size of its campus, Ohio State was not experiencing the same expansion pressures as many other urban universities. Nor was there any conflict between the community and University that forced the school to begin working with its neighbors. What was basically lacking was an organized neighborhood group that could begin to address the problems of deterioration in a concerted manner.

Through the initiatives of University administrators and a number of civic groups, the University District Organization (UDO) was formed in 1971. Established to act as a community base for planning and development, UDO's duties are now broader than most joint planning bodies.

One of its first steps was to formulate a long-range policy

plan for what is known as University Community. Questionnaires were sent out and dozens of neighborhood meetings held. The resulting discussions of major issues affecting the community attracted a good deal of citizen involvement. Although the UDO board's composition was heavily weighted on the institutional side, its willingness to involve neighborhood residents won it general acceptance as the major "community" group in the area.

One of the tasks UDO has set for itself is community promotion. Located just ten minutes from downtown Columbus, the area contains diverse neighborhoods, the nation's largest single university campus, and several renowned scientific, research and health institutions.

Brochures and other promotional activities are aimed at promoting the community to businesses and potential residents. Among its publications have been a social services directory for the community, a community profile, a directory for the elderly and a bicycle plan.

Low Density Housing and Commercial Development

UDO has also been working with the City's planning department in an attempt to have the University District area rezoned to lower density residential use. The new zoning classification would help prevent construction of apartment buildings in certain areas, thus stabilizing existing neighborhoods and encouraging more single family occupancy.

Private investment in residential communities is steadily growing as many people rediscover the area, and public funds are assisting further in street improvements and other community development activities. "The area is literally renewing itself," says Bill Griffith, Vice President of Planning for Ohio State, and a longtime observer of the community. Campus planners on his staff provide technical assistance to UDO on certain projects.

As UDO attempts to limit high density development in residential areas, it is seeking to encourage commercial development in the High Street commercial area. The organization has prepared several feasibility studies which have aided private development plans, including one for a major commercial corner near the campus. According to Executive Director Karen Schwarzwalder, UDO is now addressing other problems, such as congested pedestrian and traffic conditions, with hopes of generating further construction.

The University has not only served as a member of the UDO board; it has played a key role in supporting the organization. In the early years, UDO operations were paid for by seed monies from Ohio State and Bettell Institute, another board member. Federal Community Development grants funded operations between 1974 and 1978, but part of the current funding is through a $15,000 donation from the University. UDO is investigating other possible sources of support to supplement the fees of board members. However, as Ira Fink, longtime observer of University-community planning has put it, "Given UDO's output thus far, it has been a bargain for Ohio State and the entire community."

Fostering Community Self-Help
Aquinas College

By the early 1970s the Eastown, Michigan community was showing some signs of trouble. As the president of nearby Aquinas College, Norbert Hruby, recalls, "When I arrived in Grand Rapids in 1969, I found the neighborhood adjacent to the campus charming and delightful. Three years later there suddenly appeared a rash of 'for sale' signs on residential streets, and an alarming number of vacant lots in the Wealthy-Lake Drive commercial area."

Neighborhood transition and deterioration posed a basic threat to the small Catholic liberal arts college. "If Aquinas became surrounded by a rotting ghetto," recalls Hruby, "enrollments would drop drastically. The College would die of starvation." The well-being of the institution appeared to be inexorably linked to the community's problems.

President Hruby organized a committee of College representatives to learn about the neighborhood. The group's findings were presented to several meetings of community residents and merchants, and an ad hoc neighborhood group was formed. That organization, later to become the Eastown Community Association (ECA), began to address longstanding local concerns, such as the boarding of vacant buildings, and played a key role in organizing a street fair to attract publicity for the community.

Securing Foundation Support

Aquinas provided another significant service to the area in applying for a $129,000 Kellogg Foundation grant. That three-year base of funding enabled the fledgling ECA to build neighborhood recognition and become self-sufficient.

Students, who comprise a high proportion of the neighborhood's rental tenants, helped organize a food co-op and community activities. Faculty involvement was encouraged through classroom activities that focused directly on the Aquinas-Eastown situation. "If there is to be real involvement of institutional people," a faculty report notes, "it has to relate somehow to their professional self-image." Through the efforts of ECA, the community was designated a community development area in 1976, enabling it to receive

low-interest loans, uniform code enforcement, and Federal grants. Improvements have been made to much of the area's housing stock, and most dilapidated structures have either been removed or rehabilitated. Surveys of housing quality conducted by Aquinas faculty and students during the 1973-77 period generally show improving or constant conditions for much of the 70-block neighborhood.

A Good Place to Do Business

In addition, the Wealthy-Lake Drive shopping district is regaining its function as a community commercial center. The vacancy rate has been drastically reduced and new specialty shops, bars, restaurants, and other service facilities have opened. Housing improvements and neighborhood events have drawn attention to the district as an excellent place to do business.

What is particularly significant about the Aquinas-Eastown involvement is that the community organization has grown stronger even as Aquinas' influence has diminished. Local leadership has evolved among residents and the Association's first executive director is now a City councilwoman. ECA is also self-supported, relying on various grants and membership fees to fund its staff and operations.

Residents strongly identify the improvements that have been made as their own doing. This development is welcomed by Aquinas. The goal of the institution's involvement, says Hruby, was to provide a supportive environment for neighborhood renewal, "and then to withdraw from the scene."

The Aquinas experience is documented in a book, Eastown! Supported by the College and printed by the Kellogg Foundation, it provides useful advice for institutions involved in community renewal efforts. Among the book's messages:

- The institutional role should not be designed to direct the development of the local area, but only to reinforce self-development within the community.
- If the institution truly wishes to help, it must teach community groups to know what to ask for and to keep asking. It must generate pressure on itself.
- The institution's main purpose must be to help the community help itself...once the residents begin to show some ownership for a joint enterprise, the institutional stance must become less controlling.

III

A Sampling of Strategies

Redevelopment partnerships between academic institutions and their local communities come in many shapes and sizes, depending on the goals and resources of each. Strategies may center on commercial revitalization, or on increasing the supply of housing in an area. They may involve shared use of cultural facilities, or shared maintenance of parks or subway stations. Novel financing schemes may guide one plan, while the desire for historic preservation guides another. This chapter examines a broad range of strategies being used by more than 20 colleges and universities.

Campus-Related Commercial Development

Institutions can actively undertake major redevelopment of deteriorated areas for commercial organizations which benefit from proximity to the campus, and which in turn benefit the college or university. This strategy has been used for advanced scientific and technological companies near major educational centers.

A central feature of the 15-year revitalization of the area of West Philadelphia surrounding the University of Pennsylvania and Drexel University has been the creation of the University City Science Center. Plans for the Center originated in the mid-1960s from discussions of ways to revitalize 16 acres of largely deteriorated land just south of the Penn campus. The Science Center was viewed by the City as an economic development project, and by area universities as a source of faculty grants and research contracts, as well as a way to promote the safety of the

Multi-Institutional Development

With financial support from Penn, Drexel and 12 smaller institutions, land was purchased and buildings constructed. After rough going initially, when the area's poor reputation made it difficult to attract business, development has flourished and the Center, which includes eight buildings, is now home for 70 businesses and organizations and more than 4,000 employees. Nearly $30 million in research grants has been received by the Center and handled by a pool of talent represented by 28 area colleges, universities and hospitals. Plans eventually call for 12 buildings and 20,000 employees.

Creation of the Center has spurred other commercial and residential revitalization in the University City area. The Center's activities also complement service programs developed by the West Philadelphia Corporation, a local community organization. Center officials are quick to point out that it was the ongoing efforts of the neighborhood group that led to the long-term redevelopment of the University City area in the first place. The Corporation was established in 1959 by five institutions, including Penn and Drexel, who chose to remain in the neighborhood and work for revitalization, rather than flee.

M.I.T.'s Technology Square

Like the University of Pennsylvania, Massachusetts Institute of Technology, located in Cambridge, Massachusetts, has long attracted research agencies and companies interested in locating near the Institute for its human and academic resources. Efforts to attract business to the area have centered on Technology Square, a 42-acre site developed several years ago east of the M.I.T. campus. Established jointly with private and University funding, the $100-million complex employs 4,000 persons and includes world headquarters for Polaroid Corporation, which draws heavily on the academic communities of Harvard and M.I.T.

M.I.T. is also involved in other efforts to encourage commercial development. The school is bordered by a primarily light industrial area which, several years ago, experienced a growing exodus of firms to suburban locales. M.I.T. purchased many of the vacant properties with the hope of preserving a commercial base in the area. Now, after years of holding this land as an albatross, a major corporation has expressed interest in locating its headquarters on the site and there are prospects for smaller commercial office and retail space as well.

Residents Pessimistic; Merchants Optimistic

Residents in the Cambridgeport neighborhood north of the redevelopment area are split in their feelings about the proposal. Some fear its effect on property values, others are anxious for any type of development that could stimulate additional housing construction in what has always been perceived locally as a shabby area. Merchants along Massachusetts Avenue are optimistic that a redevelopment effort organized by M.I.T. could have a positive effect on commercial rehabilitation along the lower part of the Avenue. The debate over any subsequent proposals promises to involve much community participation.

Renovation of Community Buildings

Use of existing buildings for institutional offices and classrooms provides increased space needed by a university or college while breaking down barriers between campus and community. Rehabilitation of existing buildings also represents a psychological vote of confidence in the community, and often spurs renewal of other buildings by community interests.

Efforts to encourage commercial revitalization of an area can often go hand-in-hand with rehabilitation of existing buildings. The restoration of the former Delaware and Hudson Railroad building in Albany for the new administrative headquarters of the State University of New York is such an example. Creation of the State University Plaza, according to City officials, has greatly increased the confidence of property owners in the commercial area across the street from the Plaza. Several private rehabilitation projects, including a new restaurant, offices, and retail shops, have since gotten underway in what had previously been vacant, deteriorated buildings.

Location of the University complex at the foot of Capitol Hill also preserves a landmark building whose fate has long been uncertain. It is ironic that when the Flemish-Gothic structure was first built in 1913, it was seen as a hope for improving the City's crumbling riverfront area.

To encourage further community involvement with the University, the $16-million complex includes an art gallery, assembly hall and public park. According to Chancellor Clifton R. Wharton Jr., the move into the new facilities "represents unmistakable physical proof of State University's intimate involvement in the urban revitalization of the City of Albany."

Joint Public-Private Development

Similarly, the $7-million restoration of the 3,100-seat Eastman Theatre by the University of Rochester's Eastman School of Music has stimulated joint private-public development of a cultural and entertainment district. Public plazas and skywalks, and private commercial establishments will be developed in what was formerly a "red light" area.

In Princeton, N.J., where the University owns a large portion of the town's major commercial area, five Victorian commercial buildings along the town's main commercial street are being rehabilitated. Owned by the University and located in a relatively deteriorated section of town, the buildings had long presented an image problem to the school, which is located less than a block away. Once completed, the University plans to turn the $1-million project over to a private management group, which will rent the upper floors as apartments and the ground floor as retail space. Four houses that were relocated by Princeton and restored are also included as part of the project.

Theaters, Hotels and a Law Center

The decision of dozens of other institutions to rehabilitate existing structures for new university uses has stabilized commercial areas throughout the country. In Buffalo, New York, the University of Buffalo moved its experimental theater into the City's theater district; since then, two other theaters have been rehabilitated and several new restaurants and shops created. In Chicago, Roosevelt University's rehabilitation of a landmark auditorium and hotel building preserved that threatened structure and helped to stabilize the south end of the City's commercial district. In San Francisco, Hastings College of Law's new law center, constructed on the edge of the City's Tenderloin district, would have caused several businesses to be displaced; instead, Hastings rehabilitated some remaining buildings and relocated the businesses into new quarters.

Assistance for Community Self-Help

Institutional expertise can be used to assist local commercial revitalization efforts.

At Johns Hopkins University, an economic profile of the nearby Remington community, prepared by the University's Office of Community Affairs, was made available to the local neighborhood association. The profile has proven valuable in the association's application for a grant to redevelop a deteriorating commercial strip.

Students and the Small Business

At the University of Southern California, the mechanisms for encouraging self-help are more elaborate. The business revitalization program grows out of an earlier service project that attempted to link the University with its surrounding community, one of the poorest in Los Angeles. As part of what is known as the Joint Educational Project, students have been assisting local private business in an overall revitalization plan for which they receive academic credit.

Begun in 1972 as a social and educational program, the service program is branching out into economic development. The program relies on grants and some University funds, but the hope is to develop neighborhood support rather than remain dependent on the University for continued assistance. "Even if we fall into the ocean tomorrow," says Barbara Gardner, the project's director, "the structure we helped create will survive."

The Community as a Front Door

One successful redevelopment program is based on the idea that the community surrounding a college or university can serve as the institution's "front door." Boston University had been particularly concerned about the gradual decline of the neighboring Kenmore Square commercial area. Because the Square is generally the first sight that prospective students and their parents see when they visit B.U.'s campus, administrators considered its appearance to be vital to recruitment efforts.

In recent years, some of the offices located on the upper floors of buildings on the Square had been vacated, as well as two former hotels. Because of the perceived threat that the Square might become, as one administrator said, "another Combat Zone" (an area of Boston largely populated with pornography shops and bars), the University vigorously fought new liquor permits for the area.

In 1976, the University was instrumental in preparing a redevelopment study, which stressed the need for additional private development for the Square. One result of the study, which was co-presented by several area banks, an insurance company and the Boston Red Sox (whose home field, Fenway Park, is nearby), was to revive the Kenmore Square Merchants Association. The Association is now actively cleaning up the Square and strengthening police protection.

Shared Cultural Facilities

Cultural and recreational facilities are easily shared by campus and community; they are rarely used full-time by either. Sharing costs as well as use of these specialized facilities is prudent financial planning. In East St. Louis, an arts center established in a vacant hotel serves neighborhood schools and residents, as well as a branch of Southern Illinois University at Edwardsville.

The University of Akron, in Ohio, owns and operates a performing arts center built on the side of campus nearest the the City. The University uses the facility for teaching, but also rents it for community activities.

In West Texas, Amarillo College and the Amarillo Art Center Association teamed up to build a fine arts complex located on the school's campus. The College built a music building, the Association built a privately-funded museum and the two combined to build a concert hall and theater. The College maintains and insures all three buildings while the Association pays salaries and insures the collections.

Mixed Use Development

When an institution does construct new buildings, providing ground floor commercial space has advantages. It softens the edge between campus and community, and generates income for the institution and taxes for the municipality. In New

Haven, Connecticut, Yale University's Center for British Art includes six retail stores and a restaurant, built along the street facades of the award-winning building. The shops add liveliness to the area and generate $62,000 a year in real estate taxes, considerably more than the commercial stores that were replaced by the Center. The tax revenues also make the project more attractive to the City of New Haven, which is saddled with a low tax base and is discouraging nontaxable property ownership.

At many other universities, retail shops have been constructed on the ground floors of dormitory buildings. One example is the stores and restaurants built into the ground floor of Boston University's high-rise dormitory on Commonwealth Avenue. The private shops employ more than 70 people, and pay more than $125,000 in income, sales and real estate taxes each year. The rents also have provided operating capital for other campus improvements.

Community Housing Improvements

Educational institutions can play an important role in supporting improved community housing, which often houses students, too. Support may take the form of technical assistance to community residents or institutional clout applied to the city to enforce safety codes.

Through community centers affiliated with an institution's architecture and planning departments, universities can provide technical assistance to improve community housing stock and at the same time preserve the character of a

neighborhood. Programs at the University of Colorado at Denver, University of Utah, Ohio State University, and University of California have been particularly helpful in many neighborhood renewal projects.

Cooperation on planning and zoning issues, enforcement of building codes and maintenance requirements, and assistance in design and building improvement projects have all proven effective methods for university involvement. The Southeast Chicago Commission counts the enforcement of building codes as an important part of housing rehabilitation efforts in the neighborhoods around the University of Chicago. The Commission was established by the University of Chicago in 1952 to supplement City services and help promote community improvements. It continues to be funded primarily by the University and by contributions from community residents, more than 90 of whom sit on the Commission board.

Housing Students, Staff and Community

Rehabilitation of existing community buildings for university or college use, or for mixed occupancy by campus and community residents, has the same positive effect as reuse of buildings for offices. It is a vote of confidence in the community and can spur private rehabilitation efforts. In addition, mixed occupancy apartments, unlike traditional dormitories, can help institutions deal with fluctuations in enrollment and student housing preferences.

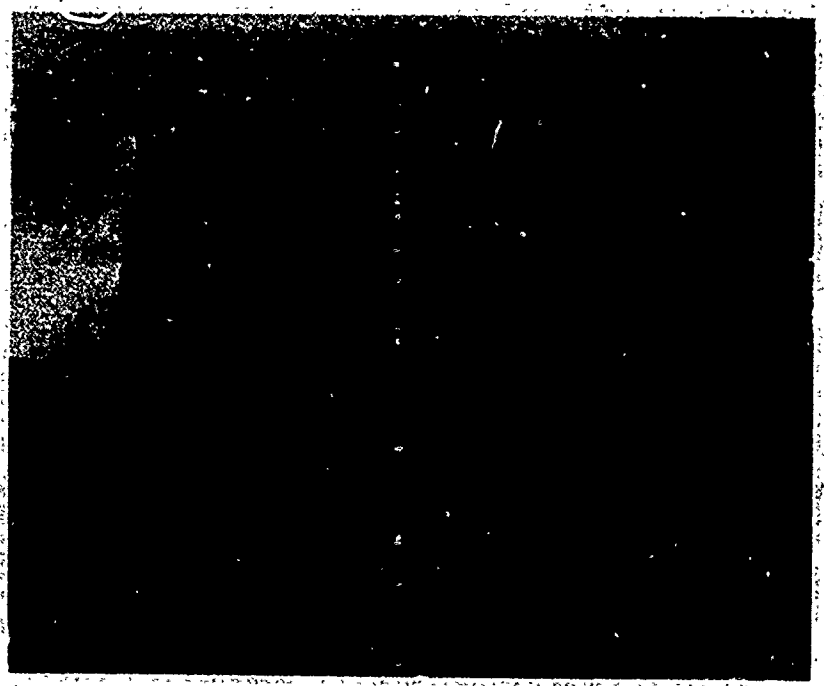
Student Housing One Year, Faculty the Next

In the early 1970s, Boston University officials say they were "burned" when they were stuck with more on-campus dormitory rooms than were demanded. At the time, students preferred to live off-campus. But, demand for dormitory-style housing was soon growing again. Now, in developing new housing, B.U. administrators are looking at buildings that have multiple uses in addition to use as dormitories.

One solution has been the purchase of a block of mostly vacant apartment rowhouses, located two blocks from campus. The buildings have been rehabilitated with federal and State financing, and the University has agreed to pay all local real estate taxes on them. For now they will be occupied by students, but with enrollment expected to drop in 1981,

the apartments can easily be converted to faculty or staff housing. Rehabilitation of the apartments has also stimulated additional private investment in buildings nearby.

Dozens of similar three-story rowhouses were demolished by the University in earlier years, but neighborhood pressure has affected B.U.'s development policies.



Hotels Make Good Housing

Two other notable housing rehabilitation projects have focused on hotels. In New Haven, rehabilitation of the Taft Hotel is being funded partially by a $350,000 loan from nearby Yale University. The project will provide 196 units of market-rate housing for students and community residents.

In San Francisco, another landmark building, the 27-story Empire Hotel, is being renovated by Hastings College of Law. The hotel, which has stood vacant for years, will be converted into student housing. The conversion will be financed by the College with a $7.25-million Federal loan, while private funds will support renovation of an auditorium, gymnasium and office space.

Mortgage Subsidies for Faculty

Another strategy that has been frequently employed by universities to stimulate rehabilitation is to offer discount mortgages to faculty and staff. The various programs provide borrowers with interest rates and terms more favorable than could be obtained from a commercial financial institution. To insure that faculty and staff will live within the campus vicinity, restrictions are generally placed on the location of the property.

As part of redevelopment plans for the blighted neighborhood around the University of Chicago, the University began offering such mortgages to its faculty in the late 1950s. These incentives to buy housing in the immediate neighborhood came at a time when financial institutions were refusing to make loans in the area, and helped support the creation of a "community of scholars."

Walk to Work

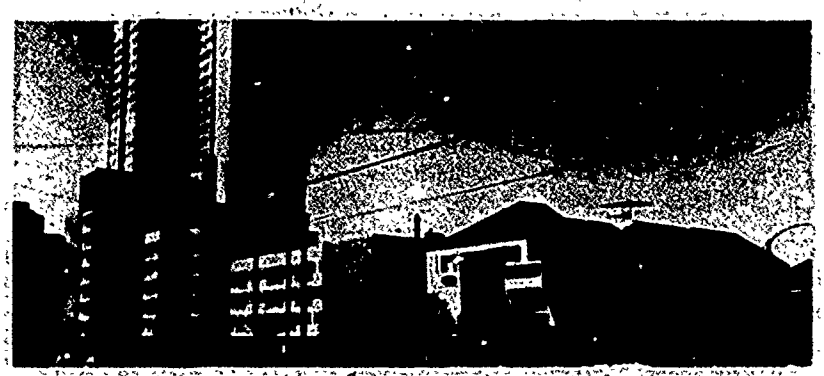
On the opposite side of Chicago, another private institution, Loyola University, is encouraging its employees to buy nearby homes and apartment buildings by providing low-interest loans. The program, called "Walk-to-Work," supplies loans to faculty and staff members as down payments for residential properties within a six-block radius of Loyola's Lake Shore campus.

Since the $1-million program began in 1977, at least 25 loans have been granted at six percent interest, and dozens of other staffers are said to be actively searching for homes in the campus area. Under the program, loan ceilings are set at $8,000, with a cost to the University of approximately $800 per loan. In addition to the loan program, Loyola sponsors a series of financial assistance courses for area homeowners and maintains a listing of available properties.

Overall, the program has helped stabilize what had been a deteriorating neighborhood and has generated good publicity for the University. "People are taking heart that a big institution like Loyola is backing the area," says John F. Langdon, Loyola's Vice President of Administration. The program has also stimulated commercial rehabilitation efforts nearby.

Harvard Turnaround

Another large university-subsidized project is Harvard's 800-unit Mission Park mixed-income housing development, built in 1976 on the site of what was to have been the University's Affiliated Hospitals Center. When Harvard announced its plans for the new hospital complex in 1969, 182 residents of the Mission Hill community of Boston received eviction notices. The student strike that followed a few weeks later helped to publicize the threat to the neighborhood. A community tenants association, formed soon after, began to contest the Hospital's certificate of need application to the state.



After dozens of plans were revised in cooperation with the community, a compromise agreement was reached in 1975. The hospital expansion site was moved back to a parking lot and Harvard agreed to finance construction of some 800 housing units and to rehabilitate 250 existing residences. Low-rise townhouses provide housing for families currently living in the community, and smaller, high-rise units are available for elderly persons, students and workers in the medical area. Many of the rehabilitated units are being sold at market rates, although above the range of most local residents.

Community Use for Surplus Property

Because many educational institutions bought land in anticipation of campus expansion; and expansion plans have been drastically reduced, they own a great deal of community property. Divestment of surplus property can be used as a tool to encourage neighborhood revitalization which will ultimately benefit both campus and community.

Over the past five years, Macalester College in St. Paul, Minnesota, has changed its policy regarding land ownership. In the 1960s the 1,900-student college purchased 60 properties in the adjacent Macalester Park neighborhood for future expansion. The residences were purchased with money from the High Winds Fund, established by a private benefactor in the 1950s "to maintain the serenity and beauty of the campus."

But the announcement of an elaborate campus expansion plan soured community relations and, in combination with enrollment uncertainties, the plan was dropped. Properties continued to be rented to faculty and students at a discount until 1973, when policy shifted.

Getting Out of the Landlord Business

Noting the influx of new residents who were purchasing the Victorian homes in the area, Macalester Fund Director Alfred Scharlemann "decided to get out of the landlord business and into the neighborhood business." Macalester began to rehabilitate properties and sell them back into the hands of owner-occupants. About 20 homes have been sold and neighborhood relations have greatly improved. Money from land sales is now being used for neighborhood improvements, such as tree plantings and preparation of a long-range neighborhood plan.

Temple University, located in North Philadelphia, has also recently divested itself of property originally purchased with an eye to future expansion. The school turned 15 houses over to a community development group, which plans to rehabilitate them. Temple had hoped to use the site for a new dormitory, but community pressures curtailed the institution's once-bold redevelopment schemes.

At Harvard University, opposition to expansion plans resulted in the donation of a 60,000 square foot site to the Riverside-Cambridgeport Community Corporation, a local neighborhood group. Purchased in 1971 for $500,000, the site was originally scheduled for large-scale community housing. After plans for the project fell through, Harvard donated the land to the Corporation, which is building a smaller, 32-unit low-rise structure on the site. The $2-million project should be completed in 1981.

Improved Mass Transit Stations

Public transportation is important to all urban colleges and universities, not only for those with large numbers of commuting students. Safety and attractiveness of public transit is a common concern of communities and institutions. Particularly in cities which are suffering municipal cutbacks in mass transit, institutions can work with communities to improve neighborhood transit stations.

Adopting a Subway Station

In New York City, several educational institutions have been involved in upgrading local subway stations. "The subway station program is one way for community and institution to join forces in revitalizing the neighborhood," explains Alexia Lalli, who directs the City's Adopt-a-Station program. "When they begin to work together they spin off all types of community projects."

The Adopt-a-Station program is co-sponsored by the Metropolitan Transit Authority and Municipal Arts Society. It encourages community groups to renovate stations within their areas, with all funds matched by Federal Urban Mass Transit Administration monies.

One major project involves the Astor Place subway station, located near the campuses of New York University and Cooper Union. Both institutions have long been concerned about the safety and accessibility of the historic station, which is considered underutilized. Along with local merchants and residents, the two schools have formed the Committee for Astor Place, which is seeking to raise $250,000. To date, at least $180,000 has been raised, including $10,000 from each of the schools and $100,000 from the private Vincent Astor Foundation. Local banks, businesses, and corporations have also contributed.

The New School has taken an active role in the redevelopment of the City's 14th Street-Union Square area. Redesign of the Union Square subway station is underway and other work is being done on the Union Square Park area. At the 59th Street-Columbus Circle station, John Jay College of Criminal Justice is discussing ways to emphasize crime prevention in cooperation with the Adopt a-Station program.

Expanded Range of Campus Security

Security is one of those public services that has a natural carry-over effect for both the institution and surrounding community. In particular, as the edges between campus and surrounding neighborhoods soften, campus security will have to expand. Nearly all schools maintain private police forces, which in many cases outnumber municipal police assigned to the neighborhood. At times this has only resulted in a fenced-in feeling for the university, as its inhabitants become afraid to venture outside the security bounds into the community. At other times, however, the increase in security can have a stabilizing effect on residents who live nearby.

At Wayne State University, in Detroit, the jurisdiction of the University's safety department extends into the residential district. Patrols are made on a regular basis, and ubiquitous "blue light" call boxes serve as a beacon to local residents. Often residents of the Cass community, which is undergoing extensive private rehabilitation, will call the campus police before they contact the city police.

Security forces at both the University of Chicago and the University of Pennsylvania have contributed to a drastic reduction in the crime rates of these areas. As one writer noted of the Chicago campus, "One of the largest security forces in the State of Illinois patrols the streets and emergency telephone call boxes seem to grow out of every other lightpost."

Partners in Public Open Space

Due to tightened municipal budgets, some schools are assuming responsibility for maintenance of local parks.

In New Haven, Connecticut, Yale University offered to maintain for three years a public park now being built near the Yale campus. And New York University has attempted to raise funds to provide increased maintenance for Washington Square, a focal point for the University and surrounding Greenwich Village.

In addition, several institutions have created ad hoc parklands for the surrounding communities through the adaptation of open space on their campuses. Since 1972, several park areas have been created throughout Boston University's campus, brightening up what had previously been an unsightly and cramped area. Outdoor sculpture has been added and more than 200 trees planted. The 240,000 square foot park is accessible to the general public, which uses the school's riverside area extensively.

In Ann Arbor, where the University of Michigan is a dominant presence in town, all public parks are University property. And in Pittsburgh, following neighborhood pressures to preserve Forbes Field, the University of Pittsburgh agreed to preserve a portion of the historic ballpark's left-field brick wall. A memorial is set in a small park open to the public and developed as part of the Forbes Quadrangle, a new academic complex.

IV

Principles of Partnership

In the idiosyncratic world of campus and community relations, it is difficult to generalize about what particular renewal strategy will or will not work. A large, well-funded and highly visible project may prove anathema to one institution and yet be perfectly suitable to another. Community needs vary from institutional setting to setting, as do the prioritres of the institutions themselves. There are, however, common principles concerning joint campus and community projects which emerge from the institutions cited in this report. These include good communication, commitment, openness and a willingness to cooperate -- in essence, the ingredients of any successful relationship. In addition, because the distinctive form of the campus-community relationship with regard to renewal programs is that of a partnership, it is essential that colleges and universities be prepared to deal with community groups as equals. As former University of California Chancellor Charles Hitch has said, "Any program, to be successful, must be done with, and not to or for the community."

Commitment begins at the top.

The most successful campus-community development projects have been at those institutions where the president, chancellor, or other top administrator has taken the initiative and made a solid commitment. Development efforts at St. Louis University, Aquinas College, Johns Hopkins, and Xavier University all began with strongly committed key administrators who, once committed, had the perseverance to follow through.

The commitment must carry beyond mere rhetoric. There are many instances where resounding lip service was paid to the need for community development and nothing happened. It does little good to create a community affairs office if it is understaffed, underbudgeted, and does not have the real support of key administrators. The institution's chief officer must make it his or her personal directive to help redevelop the surrounding community.

Plan in good faith.

The institution should not try to co-opt the community; its efforts will likely fail. Credibility takes a long time to build up, though it can be torn down in an instant. The institution should not have hidden agendas or unannounced long-range plans. These create mysteries and can lead to a lack of trust. Eventually, when the word gets out -- and it always does -- the community digs in and the institution loses more time. If construction is involved, this will mean an increase in the cost of the project.

The institution should aim for a genuine working agreement with the community. Token efforts may assuage the most immediate conflicts, but will often come back to haunt the institution. At one university, where plans were about to be finalized for a nearby vacant tract of land, one planning officer rated community relations as good. And yet, when local community leaders were asked about the plans, all said that they had never heard of them and expressed a feeling of betrayal at being overlooked in the planning process.

Start small.

In the field of community development, small is often the best way to begin. Some of the most successful projects studied in this report have emphasized a simple approach to development problems.

The days of doubling the size of a campus in the space of five years are over; both the demand and the financial resources are no longer available. Moreover, because public programs are increasingly oriented to partnerships that can solve common problems, smaller projects tend to make more sense. This does not mean that large projects should not be attempted, where and when appropriate. But the institution should realize that with large projects, the approval process will be more difficult and the risks of failure greater.

Partnership is worth the risk.

To quote a campus phrase of the late 1960s, it is the "dare to struggle, the dare to win" that can bring about successful development projects. Of course, joint planning takes time and effort. Working with diverse groups may involve the university in initially uneasy alliances. Moreover, if something goes wrong, the university will often be chosen as the scapegoat. But in the end, partnerships are well worth the effort, even if they do seem to slow things down.

It is also important to understand that partnerships are not unilateral. Just because one partner may have fewer degrees doesn't mean they have less valuable suggestions or concerns. Business involvement, in particular, offers special skills and can often bind together seemingly disparate interests. In addition, public agencies are increasingly being drawn into partnerships, offering solutions to complicated problems through the use of tax incentives, loan programs and the like.

Land can be an albatross or a phoenix.

During the boom years of higher education, many universities acquired properties which they were unable to utilize and now lie vacant. In these cases, land is often viewed as a liability to the institution, but it can just as easily represent the key to community development. Case Western Reserve, Brown, Yale and Macalester -- to name a few institutions -- are beginning to put excess property to good use. Development of this sort requires patience and a willingness to accommodate the needs of the community.

Sustain the involvement.

The institution should finish what it starts. Continued support can be crucial and provide a sense of continuity that can greatly aid a project. Moreover, the institution should attempt to make a bonafide partner out of its partner, not just a name on a prospectus. Plans should be realistic and capable of being implemented. Then, the institution should follow up on them. Aquinas College, for example, continues to monitor a neighborhood project that it had a large hand in initiating. And it does so with the same strong leadership and cooperation that got the project off the ground in the first place.

Similarly, the institution should know when to step back. It should be a catalyst, but should also be willing to fade into the background when local leadership is strong enough to stand alone.

The way to begin is to begin.

The institution should start the process now. It will cost very little in terms of resources or personnel and can gain the institution a great deal. As projects come along, a working relationship will already be in existence.

There is no magic formula for creating and managing a successful community development program. It boils down to mutual interest and trust. But the institution must first establish a dialogue and start the process.

. . . And remember, institutions of higher education are not the only ones who wear white hats.

Credits:

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