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BEFORE THE
DISTRICT OF COLUMBIA ZONING COMMISSION

GEORGE WASHINGTON UNIVERSITY FOGGY BOTTOM CAMPUS PLAN	)	Z.C. Nos. 06-11 & 06-12

SUBMISSION OF FOGGY BOTTOM ASSOCIATION
AND ADVISORY NEIGHBORHOOD COMMISSION 2A
REGARDING FOGGY BOTTOM COLLABORATIVE INITIATIVE

In response to the concern expressed by several Zoning Commission members about the distance between positions articulated by George Washington University ("GWU") and the community, as well as questions raised about the efficacy and composition of an advisory commission, the Foggy Bottom Association ("FBA") and Advisory Neighborhood Commission 2A (the "ANC" or "ANC 2A") submit the following.

The testimony presented to date has established that many of the "town-gown" problems identified by the Board of Zoning Adjustment in its 2000 Campus Plan decision remain unresolved. For that reason, among others, the FBA and the ANC have urged the Zoning Commission not to approve a new campus plan prior to the expiration of the current Plan.

In the interim, there are several ways to make use of the years remaining on the current Campus Plan in a constructive manner. The FBA and the ANC submit that this time could be profitably used to build something notably lacking here: a legitimate, best-practices-based plan for the future that respects and involves the community as an equal partner. There are ways to accomplish that goal using techniques based on improving communication and fostering mutual trust, elements that have been notably lacking in the current case.

The problem of town-gown relations is neither new nor unique to the Foggy Bottom neighborhood. Solutions have been elusive, so much so that there is a federal program that makes grants to fund attempts between universities and their neighbors to forge "structural

ZONING COMMISSION
District of Columbia
CASE NO.06-11
EXHIBIT NO.229

changes, both within an institution and in the way the institution relates to the neighborhood." This is the description of a program operated by the Department of Housing and Urban Development's Office of University Partnerships ("OUP"), which in turn operates a Community Outreach Partnership Centers ("COPC") grants program. COPC grants are administered by, and may be available to, universities during March and September 2007, although no FY 2007 funds are yet available. A copy of the HUD website featuring the COPC program is attached (Exhibit 1).

The COPC program has awarded grants to help universities conduct outreach and applied research activities. While GWU is not listed as a previous grantee, we understand that Georgetown and Howard Universities have received grants under this program.One activity that is eligible for HUD funding is "[p]lanning activities that help local residents develop a vision for their community and a plan for implementing that vision." Such a planning exercise would be a good use of the time remaining on the current Campus Plan and could be a tool to demonstrate GWU's commitment to its neighbors.

If GWU were to seek and obtain a federal grant under this program, the funds could be used over the next two and one-half years to develop a post-2009 plan through a legitimate collaborative process that would incorporate the community's vision into the process.[1] An effort that seeks to establish a multi-year vision for GWU and for the host Foggy Bottom/West End neighborhoods would be in everyone's interest. This effort could address issues such as the sustainable maximum University development and student enrollment limits within applicable boundaries and the provision of tangible protections to the existing co-located residential areas from any further adverse university impacts.

A collaborative venture using current "best practices" would help address the unanswered

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[1] Only a university can seek such funding from HUD. Obviously FBA and the ANC would be willing to support any application designed to accomplish the planning goals outlined here.

question that has been lurking unanswered throughout the current proceedings. The community and the Commission know what GWU wants to look like in 2025. But what do we want Foggy Bottom and the West End to look like in 20 years?

A collaborative process that focused on the needs not just of GWU, but of the community as well is what has been missing to date. There is reason for optimism that such an approach, if supported by a HUD grant, would yield a better result. There is a wealth of recent planning literature regarding creative ways to resolve town-gown issues, and those efforts could be brought to bear on the present situation. The American Planning Association has a Planning Advisory Service ("PAS") that offers practical advice in this area, as evidenced by its May/June 2006 PAS MEMO on the topic (Exhibit 2). Similarly the American Institute of Certified Planners ("AICP") reviews examples of collaborative efforts (Exhibit 3). Examples are also available in publications such as the Chronicle of Higher Education (Exhibit 4).

If there is one theme that is emphasized in the literature, it is that success depends on two-way communication, building mutual trust, and establishing a legitimate partnership in which the community has a real stake in the process. This is not the approach that has been utilized here by GWU. A HUD-supported grant would allow GWU and the community to undertake a truly collaborative process for planning the future both for GWU and for its neighbors.

For this additional reason, the Foggy Bottom Association and ANC 2A believe that GW U's applications should be denied and that the Commission should encourage GWU to undertake this approach to developing a post-2009 campus plan for the University's Foggy Bottom campus.

We submit too that the Commission should defer a ruling in Case No. 06-27, involving the proposed redevelopment of Square 54. Since Square 54 is within the campus boundaries of George Washington University, any community-based, best-practices approach should examine

development of that site as part of a broader, unified examination of the planning and zoning issues raised by a new campus plan, consistent with the goals of section 210.4 of the Zoning Regulations, which contemplate planning a university campus as a whole.

Respectfully submitted,

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14 November 2006

CERTIFICATE OF SERVICE

I hereby certify that a copy of this document was served this 14th day of November, 2006 upon Maureen E. Dwyer, Pillsbury Winthrop Shaw Pittman, 2300 N Street, NW, Washington, DC 20037, maureen.dwyer@pillsburylaw.com.

About COPC

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FY06 Update

The Community Outreach Partnership Centers program will not be funded during the FY06 grant cycle. Please check back in FY07.

Related Information

- Other OUP Programs
- COPC Technical Assistance
- COPC NOFA
- Search for COPC Grantees

Since 1994, OUP's Community Outreach Partnership Centers (COPC) program has awarded grants to help colleges and universities establish and operate COPCs to carry out outreach and applied research activities that will address problems of urban areas. The program also seeks to encourage structural changes, both within an institution and in the way the institution relates to its neighborhood.

Two kinds of grants are awarded under this program: New Grants and New Directions grants. New Grants are awarded to applicants who have never received a COPC grant, to address three or more distinct urban problems. New Directions grants are awarded to applicants who have previously received a COPC grant. New Directions applicants must demonstrate that they will implement new eligible activities in a current COPC neighborhood or the same or new activities in a new neighborhood.

Eligible Applicants. Accredited public or private nonprofit institutions of higher education that grant 2- or 4-year degrees may apply for COPC funding. Consortia of eligible institutions may also apply, as long as one institution is designated as the lead applicant.

Eligible Activities. COPC programs may combine outreach and research activities to address comprehensive, multifaceted community problems. Examples of successful COPC initiatives include but are not limited, to activities such as:

- Job training and counseling to reduce unemployment.
- Local initiatives to combat housing discrimination and homelessness, encourage the development of affordable housing, and help consumers navigate the process of buying and maintaining that housing.
- Mentoring and educational programs for neighborhood youth.
- Financial and technical assistance for new businesses.
- Training or technical assistance that builds the capacity of community groups and increases the leadership skills of neighborhood residents.
- Planning activities that help local residents develop a vision for their community and a plan for implementing that vision.
- Projects to fight disease, crime, and environmental degradation.
- Activities that increase a community's access to information and applied research.
- University coursework that encourages students to engage in activities relating to the community.

EXHIBIT 1

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Last updated: Wednesday, April 12, 2006

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PAS MEMO

Print Now

May/June 2006

Town-Gown Partnerships for Success

By Dan Sitler, Michael Rudden, Rob Holzman AICP, and George Homsy

In the spring of 1994, Ohio State University freshman Stephanie Hummer tried to catch up with friends walking through the neighborhood near school. She never made it. The young woman's body was found the next day, dumped in a field. The murder put a spotlight on the academic island that OSU had become in a troubled area of Columbus. At the time of the horrific crime, OSU knew about the deteriorating conditions at its doorstep. In a survey of students accepted for admission to the university, fear of the surrounding community was a major reason why some decided not to attend.

During the 1990s, Ohio State University, along with most urban institutions of higher education, began to realize that efforts to isolate themselves from host communities were failing. For a few decades many urban institutions had tried (sometimes literally) to wall themselves off and turn a blind eye to the deteriorating community around them. But attempts to separate academic from civic life backfired. High crime rates, poverty, and rundown neighborhoods hampered efforts to recruit faculty and students. Former secretary of housing and urban development Henry Cisneros wrote in 1996 that "[t]he long-term futures of both the city and the university in this country are so intertwined that one cannot — or perhaps will not — survive without the other."

Over the past decade, many schools have successfully re-engaged with their host communities. The goal of this *PAS Memo* is to help community and university planners understand their environment. Brief case studies from urban areas and small towns illustrate innovative ways the two have partnered for the betterment of both.

Understanding Town Gown Relations

Historically, the university idea was imported from Europe, where most institutions are woven into the fabric of ancient cities such as London, Paris, and Rome. However, in America, colleges and universities proliferated in communities of all sizes. The large land area and decentralized system of government in the U.S. meant many institutions were required to educate the scattered population, according to geographer Blake Gumbrecht, a University of New Hampshire professor. He writes that most American colleges were founded before the rise of big cities. These young villages and towns, each believing itself to be the most important frontier location, needed a college to complete its community identity. Many university founders believed rural settings were more conducive to education than urban areas with their distractions. Over time, however, the urban fabric grew to surround many of these institutions.

The history of town-gown tensions is as old as universities themselves. One of the first recorded instances of relations going bad occurred in 1209, after a student at the University of Oxford killed a local woman. The townspeople retaliated by hanging two or three of the students. Many students and faculty members fled to other towns, including Cambridge, where they formed the University of Cambridge, the English-speaking world's second oldest university after Oxford.

Most instances of town-gown tension are not as dramatic, violent, or foundational as the Oxford incident. Instead they stem, over time, from misunderstandings, the lack of communication, and differing priorities. As the communities deteriorated, the schools' efforts to isolate themselves grew and problems became more acute.

While suburbanization pulled people and businesses from urban cores, colleges and universities stayed. Although some did open suburban campuses, few, if any, packed up and followed the sprawl. Unlike corporations, the physical investments made by universities, along with a strong sense of history, have

anchored these schools to their communities.

In many places, universities decided the best course was to isolate themselves from the deteriorating conditions outside of their walls. This happened in metropolitan areas, such as New York City, as well as in smaller cities. For example, the mayor of Schenectady, New York, recalled to a local newspaper that Union College became a city-within-a-city, it "was always like the Vatican in Rome." Other institutions maintained minimal relations with their host communities, but the terms could often be construed as benign neglect. Still others saw the lower property values as an opportunity to increase their size. They bought land, pushed out local residents, and expanded their campuses into formerly residential neighborhoods.

The resurgence of cities and the recognition by universities that their fate is closely tied to their communities has helped break down physical and attitudinal barriers. But, tensions remain. Today, we classify stresses into the following eight categories:

- values and goals
- governance
- housing
- transportation
- infrastructure
- open space and recreation
- campus expansion
- economic development.

Values and Goals

A fundamentally different perspective on values and goals lies at the source of conflict between communities and universities. Younger residents, often experiencing life on their own for the first time, have no desire to set down roots and become long-term residents. The transient nature of students (and even of younger faculty members) means these people have different views on the community and want different things from it than permanent residents.

Governance

Universities tend to have a more top-down structure than their host communities. Although the tenures of university presidents have shortened in recent years, school administration tends to be more consistent than community leadership. Mayors must stand for re-election every two to four years and in some places have limits on the number of terms they can serve. Also, university administrators answer to a small cadre of trustees, while community officials must respond to the general electorate. Community deliberations, usually by law, must be open to the public, while universities can close their decision-making process to the public as well as members of their own community.

Housing

Absentee landlords and student conduct may be the most visible and contentious sources of stress, but it is only part of the housing issue. Community officials need to realize that students are fundamentally different than long-term residents. They tend to stay up late studying as well as socializing. They have temporary roommates, not family members. Dense student neighborhoods also tend to produce more trash, and temporary student residents are much less likely to complain about code violations.

Transportation

University staff and faculty commuting can cause road congestion problems. At large commuter schools, the problem gets dramatically worse as students compete with local residents for parking. Another important, and often overlooked, difference: The campus is typically friendlier to pedestrians and bicyclists than the surrounding communities.

Infrastructure

Universities are large consumers of power, telecommunications service, roads, public transit, and

emergency services. While they pay for some privately provided services, their tax-exempt status is usually a source of friction over the publicly provided ones. Many colleges offer a payment in lieu of taxes. However, these are usually negotiated transactions not based directly on land holdings.

Open Space and Recreation

Universities tend to think long-term with their landscape planning and spend the money necessary to keep up their open spaces, particularly for graduation and alumni functions. The limited budgets of most communities require planting and parkland maintenance be prioritized and often compromised. The landscapes in communities typically have their peak use during the summer. University grounds have less summer use when students are away. In some cases, the open spaces at universities are in reserve for future development of dormitories or research facilities. Communities find converting a public park into a structure difficult, if not impossible.

Campus Expansion

For schools without land in reserve, expansion is often the greatest source of tension between town and gown. Schools face constant pressure to build modern facilities to attract students, faculty, and funding. Some refuse to publicize acquisitions, because it takes land off the tax rolls; that secrecy often breeds mistrust in the community. Expansion plans also drive up property assessments, because universities can pay top dollar to get important parcels. At the same time, a new university facility could lower quality of life, change neighborhood character, and impact residential property values.

Economic Development

Unlike other economic engines in the community, the university stays put. It is also less risk averse and less susceptible to swings in the local economy. A broader vision often means it will subsidize services deemed important but ancillary to its educational and research missions. The university's economic product is knowledge-based, another significant difference from a community's economic base, which increasingly is retail or service-oriented.

Missed Communication

We can boil many town-gown problems down to communication, says Judith Steinkamp, former director of campus planning with the University of Massachusetts at Amherst. Despite their size and impact, she says, communities often fail to include educational institutions in their planning process. "I've seen comprehensive plans in communities in which the university isn't even mentioned."

David Lieb of Cornell University's transportation department has experienced the same town-gown disconnect. Over the past decade, his school, located in Ithaca, New York, has received two awards from the U.S. Environmental Protection Agency for its transportation demand management program. "For 14 years, I have been fielding calls from communities around the country interested in learning from our program," he says. "It wasn't until last year that Ithaca called me. Now I'm on a city committee looking into transportation demand management."

Stories of Success

In many, but not all, cases, universities drive the early revitalization in their neighborhoods, says Steinkamp, the former University of Massachusetts planner. "University self-interest usually starts the reinvestment," she explains. She says that the appearance and safety of the communities near the campus impacts student and faculty recruitment. The way that town-gown relations evolve from simple community involvement to true partnerships, she says, requires an honest exchange of information between municipalities and neighborhood groups on one hand and the school on the other.

In two of the following case studies, the universities (Ohio State University and Cornell University) drove the relationship that evolved into a true partnership. In the third case study, the community sparked the process, but it was quickly joined by Colgate University. In the fourth example, the University of Texas at Austin took no role in the neighborhood planning efforts. However, a successful and creative plan to solve

town-gown issues resulted from communication among residents, businesses, and various associations.

Revitalizing Columbus's Main Street

High Street cuts through the university district around Ohio State University and is considered Columbus's main street. For years, city planning administrator Stephen McClary says, the area suffered because municipal attitudes blocked public reinvestment. "One was the belief that, since it was a university area, you just expected high-density housing and sofas on porches and keg parties. The other thing working was the belief in the city that you should treat all neighborhoods the same. For years trash pickup was only once a week, because that's the way it was across the city." He says people dismissed the area's unkempt appearance because it was a student district. But, the reality was, "there were just so many people, they just generated so much trash."

A survey of students found that the poor appearance of surrounding neighborhoods had a big impact on choosing to not attend Ohio State. The school's president formed a task force of university administrators and municipal leaders to investigate ways to revamp these areas. The task force recommended forming a nonprofit community redevelopment corporation to oversee the preparation of a comprehensive plan for the university district. In 1995, the school and city created **Campus Partners for Community Urban Redevelopment**, and the university provided a $1 million endowment to guarantee its long-term funding. Ohio State also provides the employees with university benefits.

The organization's first task was a comprehensive planning effort for the university neighborhood, which city planner McClary first believed to be a waste of time. "I thought we had a good plan in those areas and I was afraid the effort would lose momentum by working on a plan instead of creating quick change." McClary admits his initial fears were unfounded. "Looking back on it, I realize it was probably two years well spent. Right off the bat they were engaging the community. It gave them some validation."

At first, the organization focused on the planning effort and program recommendations, says Stephen Sterrett, community relations director for Campus Partners. The organization advocates for affordable housing. It administers the school's homeownership program, which provides down payment assistance for faculty and staff to buy homes in targeted areas. Campus Partners formed committees through which university administrators, city leaders, and residents examined issues such as code enforcement and refuse collection. As a result Campus Partners, coordinates extra trash collection with the city during move-in and move-out weeks in the university neighborhoods. It arranges for drop-off points in private parking lots, where students and others can bring large items for disposal, keeping the mounds of trash off of the district's narrow streets. The city regularly comes to cart away the trash.

Through such programs, Sterrett says that many residents realized the university "can be a powerful ally and help get things done that local organizations can't do. ... In the past, the city would talk to people and then act. Then someone else would complain. A key part of our planning process is to build consensus so that the city would be comfortable moving forward. We help the University District speak with one voice."

Perhaps the most dramatic change has occurred along High Street (see figures 1 and 2). The planning effort listed revitalization of this former retail core as a key component in turning around the university district. The plan uncovered several problems. First, the area lacked parking. It had been developed for students before they had cars. Second was a poor diversity of businesses. Fast food restaurants, bars, and record stores served the student population, but they did not draw shoppers from a greater area. Third, the existing buildings could not accommodate modern retail because of their small floor plates. Finally, the area looked generally shabby; no one removed graffiti or picked up litter.

Figure 1: Ohio State University's High Street, Before Revitalization

Source: Campus Partners

Figure 2: Ohio State University's High Street, After Revitalization

Source: Campus Partners

Sterritt says the community realized that "the market wasn't working." In order to encourage private reinvestment, Campus Partners decided it needed to take the first step. The organization targeted 7.5 acres and, working through affiliate organizations, assembled 30 properties and relocated 25 businesses. The university spent $20 million acquiring the properties, and the city of Columbus agreed to use eminent domain to acquire the final properties that Campus Partners could not negotiate to purchase. The city also committed to $6 million in infrastructure improvements, including burying utility lines, moving and separating storm and sanitary sewers, and making road improvements.

To finance the redevelopment of the land, Campus Partners secured $35 million in New Market Tax Credits. The state of Ohio subsidized the construction of a parking garage. The university issued tax-exempt bonds to pay for housing, office space, and the parking garage. Ultimately, Campus Partners remained the master developer working with a fee developer to design and construct the buildings.

Businesses started opening their doors in the fall of 2005. The first tenant was Barnes and Noble, the university's bookstore, which serves as the area's anchor. Scores of other retailers quickly followed. Overall the South Campus Gateway hosts 230,000 square feet of retail, an eight-screen cinema, 88,000 square feet of office space, and 184 market-rate apartments targeted to graduate students, faculty, and staff.

Campus Partners set a high design standard for the project. Although it dramatically increased parking, all of the retail activities are oriented to the street. Wide sidewalks feature outdoor dining, and a strategically programmed mix of uses provides 24-hour vitality. Even a year before their project opened, Campus Partners reported substantial private investment on neighboring High Street properties.

Rebuilding a Village's Downtown

Similar successes occurred a couple of years later in a slightly different form in Hamilton, New York. There one organization coordinates planning and programming efforts, while another funnels investment into downtown.

In the late 1990s, the Village of Hamilton (2004 population estimate: 3,507) was "really getting frayed around the edges," according to lifelong resident Eve Ann Shwartz. Raised on a farm, Shwartz witnessed the decline of agriculture locally and the deterioration of the small downtown that followed. Colgate University also noticed the changes. "Years ago, downtown had become a distraction for prospective students," reports associate provost Patricia St. Leger. "Families would drive through miles of rural land to get here and then see this beat little village. People, especially from the cities, would ask, 'What is there to do around here?'" St. Leger says the university quickly realized that a vibrant village downtown is important to attracting and retaining world-class faculty as well as top students.

The village, along with the surrounding Town of Hamilton (2004 population estimate: 5,779), began a long-term planning process that, Shwartz says, "got the whole community excited about the village's potential." In August 1998, the university joined the effort and it resulted in the 1999 formation of the Partnership for Community Development, a nonprofit corporation that lists as its specific mission:

- supporting existing businesses and farms
- attracting new community-minded businesses and talent
- developing an attractive and commercially viable downtown
- preserving and enhancing the small town, rural character
- fostering widespread civic involvement.

Colgate University funds 28.4 percent of the five-person organization's $2.2 million budget (as of 2003). The town and village each contribute just under two percent. The Madison County Industrial Development Agency uses a portion of their bond underwriting fees to fund the partnership; that amounted to roughly 14 percent of the 2003 budget. The rest comes from state grants, foundation grants, state budget earmarks, and university alumni donations. A 13-member board governs the partnership, with the university, village, and town each appointing two members. The board recruits the other, at-large members. Recently they added a member from another village nearby. Eve Ann Shwartz is the executive director.

The municipalities, too small to fund community development or planning positions on their own, rely on the partnership to organize all planning efforts. Both have recently completed comprehensive plans, and an economic development strategy is underway. In addition, the partnership organizes the village's downtown revitalization efforts. It administers a facade improvement program, which awards grants up to 50 percent of costs to building owners and offers loans for 40 percent of the rest. The partnership raised the funds, organized the restoration of the village green, and in 2004 completed the village's first streetscape rehabilitation project.

Shwartz says, "The community as a whole capitalizes on the strengths of the university in terms of skills and connections." She says every grant application is strengthened by the school's endorsement or direct involvement. Most recently, as the school began drawing up plans to install wireless computer access around campus, it met with the partnership to see how it could be taken into the community. Shwartz says she has a grant possibility lined up. "That wouldn't have happened without the communication we've built up."

As in Columbus, Ohio, private investors did not immediately recognize the economic potential in Hamilton. The Hamilton Initiative, LLC, a private, for-profit corporation, was born of a Colgate University trustee's effort to find a way to jumpstart the downtown economy, says associate provost Patricia St. Leger. The private for-profit corporation, which the university controls, has acquired several vacant or underused downtown properties and invested $12.5 million in rehabilitating them. The school purposely holds the properties through the private corporation to keep them on the tax rolls. Three-quarters of the investment funds come from alumni gifts.

The Hamilton Initiative recruited a pivotal anchor tenant in the campus bookstore (see figures 3 and 4). By moving the store downtown, St. Leger says, the university forces students to go there and spend money there. The university-run facility makes conscious decisions not to carry certain items, such as greeting cards, because other merchants already do. The school, through the Hamilton Initiative, also owns the Hamilton Movie Theater, Barge Canal Coffee Shop, Palace Theater, and the Colgate Inn.

Figure 3: Colgate University Bookstore Before Renovation

Source: Colgate University

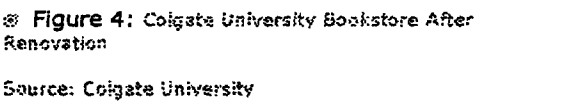


Figure 4: Colgate University Bookstore After Renovation

Source: Colgate University

St. Leger says each of the downtown properties do not turn a profit on their own, but she says the school does not look at each business's bottom line. The school recognizes that these establishments provide important student and faculty services. "The way we look at it, we could have built a bigger student union on campus. We would never have considered costs like rent if we did that," she says. "Now we have a lot of the student union functions downtown."

Another benefit, according to St. Leger, has been the opening up of more of the university's cultural and education programs to the community. For example, she says, the university's peace studies department holds a public film series, but many community residents didn't feel comfortable attending in a school building. Now students and other residents watch the movie together downtown and head to the coffee shop to discuss it afterwards.

Unfortunately, the success of the town-gown relationship has some all-too-familiar repercussions. "Hamilton has been discovered," says Partnership for Community Development executive director Shwartz. She reports that housing prices are on the rise — threatening to push many working-class residents out of the village.

Teaming over Transportation

Transportation is a major source of stress in most town-gown relationships. In upstate New York, the City of Ithaca, Tompkins County, and Cornell University teamed to create a public transit system that keeps thousands of cars off of the roads and extends public transit service to previously underserved rural areas.

Until the 1990s, three separate transit systems crisscrossed the communities around Cornell University, according to David Lieb, the communications manager for Cornell University's Office of Transportation and Mail Services. "The Cornell buses ran to and from the campus. The city system ran around the city and to the campus. The county buses ran to the more rural areas, through the city, and to the campus." He recalls the system being a real mess.

In 1990, the university took the initiative and organized Omniride — a single pass usable on all three systems. The school reimbursed the different systems when its faculty and staff used the pass on the buses. The school also published the first route map showing all three systems. Lieb says it turned out to be the first step of a transition "from cooperation to coordination to consolidation and incorporation." The next step in the evolution, he says, was the construction of a joint maintenance facility. Then the three entities became equal partners in the Tompkins Consolidated Area Transit (TCAT) system. A year ago, after a fatal accident exposed liability problems for the university, the three reincorporated TCAT as a nonprofit corporation.

The partners equally subsidize shortfalls, which are standard in public transit operations. This funding arrangement has a potential downside, according to Lieb. The availability of funding governs service growth and cuts. By agreeing to equally fund TCAT, the system is at the mercy of the partner least able to contribute.

Lieb says the partnership has been worthwhile for both the university and the community. In 2003, the system carried more than 2.8 million passengers on about 40 routes (see figure 5). A door-to-door service served another 60,000 seniors. The transit system keeps 2,600 staff and faculty cars off the public streets, which can get very congested at rush hour. The combined system also allows the expansion of hours and the provision of rural routes, which would be too costly to service without the participation of the thousands of Cornell students, staff, and faculty. Lieb says the system has saved Cornell tens of millions of dollars in surface and structure parking that would have been needed if all of the faculty and staff members drove to work. In addition to those capital costs, the school avoids between $800 and $1,200 a year in maintenance costs for each of those forgone parking spaces.

Figure 5: Cornell University's TCAT Transit System

Source: Cornell University Transportation Services

Planning Alone

In Texas, state law prohibited the University of Texas at Austin from getting involved as the community worked to improve the neighborhoods around the school. Despite lacking a crucial partner, the process — driven by the community and managed by the city — resulted in an innovative plan that recognizes the needs of a student neighborhood while protecting long-term residential areas.

The University of Texas at Austin has about 50,000 students, the second highest enrollment in the nation. Even in a city the size of Austin (2004 population estimate: 681,804), the school is a major economic and land-use driver. About one-third of the students live in neighborhoods around the largely commuter campus. City planner Mark Walters says the mostly single-family neighborhoods around the school have become the densest areas of town. Much of the district is not very functional, he reports. "Sidewalks are no good. It's chaotic. It makes me very uncomfortable being down there." During the school day, the neighborhood becomes a parking nightmare as the other two-thirds of the students, who live in "student ghettoes" scattered around the city, commute to campus.

Pushed by a coalition of business and neighborhood associations, in 2004 the city developed the University Neighborhood Overlay Zoning District ordinance for the West Campus district (see figure 6). The new rules permit greater density, with buildings allowed to climb as high as 15 stories. To take advantage of the greater density, developers must follow a strict set of streetscape design standards, which include 12-foot wide sidewalks and the installation of specified street furniture and lighting styles. They must also keep 10 percent of their units affordable. At the same time, the rules impose restrictions on buildings in other central Austin neighborhoods near the school, especially in historic areas. "The rules were done as a balance," says Walters. "The developers get to build in one area and we get to rope off the others."

The plan has almost immediately started to reshape the West Campus neighborhood (see figure 7). In just a year, 12 projects totaling 955 units have entered the development process. One 62-unit development is already completed. Walters says the plan coincides with a number of other community planning and air pollution reduction goals. Premiere among them is turning Austin into a more urban environment. "Some people are reluctant to admit it," says Walters, "but Austin really is a big city."

Figure 6: University Neighborhood Overlay Map

Figure 7: The Texan Apartment Building, Austin, Texas

Source: Mark Walters Source: Mark Walkers

Walters admits that managing the neighborhood-driven process was not always easy. At one point, he recalls, the city put representatives from different stakeholders in a room and told them to come up with a vision statement. The tactic worked, and the vision ended up guiding the planning process. He says, "it shows what can happen when people talk with each other instead of at each other."

Ingredients of a Successful Town-Gown Relationship

As with much of planning, defining a recipe for success is tricky business. We gleaned the following general lessons from our work in the field and research on the topic.

Secure involvement of top officials: In most successful town-gown relationships, the highest levels of the university and the community pushed the partnership. School presidents and community mayors do not need to sit in on every meeting. However, the relationship needs to be a priority on their agendas.

Formalize equal partnerships: Even if one partner foots more of the bill in the relationship, both should have equal voice. Paternalistic relationships create bitterness.

Involve the public: As with every other good planning project, public participation from the beginning breeds a sense of ownership, which leads to commitment.

Build on each partner's strength: Schools can be powerful advocates for their neighborhoods at many levels; their involvement brings money and attention to projects and important issues. Local governments can be consensus builders and have public resources and powers needed to create positive change in university neighborhoods. Learn what each can bring to the table for the benefit of both.

Communicate: No matter how formal or informal a relationship, an honest sharing of information benefits both parties in the long run.

Remain patient and persistent: The best town-gown relationships take time to build. If your partnership hopes to begin with small successes, make sure each effort is well planned and moves towards a larger goal.

Find points of synergy: Too often town-gown relationships focus on particular stressors. A problem for one party is probably a problem, or potential problem, for both. Find ways that the partners can bring their assets and talents to bear on each issue.

Resources

The Office of University Partnerships is a project of the U.S. Department of Housing and Urban Development. The office provides funding to colleges and universities to revitalize communities and address housing and economic development issues. It also creates a dialogue between schools and their host communities in order to build partnerships. Their website contains numerous publications and research papers about building town-gown relationships.

Litt, Steven. "Big Man Off Campus" (*Planning*, August/September 2005) surveys efforts by colleges and communities to come to terms with each other.

Benchmarks for Campus/Community Partnerships is a booklet of strategies and accompanying case studies that cover building and sustaining town-gown partnerships. It is available from Campus Compact, an organization that helps schools and communities come together.

Partnerships for Smart Growth, available for free download from the U.S. Environmental Protection Agency, is a book of case studies about ways that campuses and communities come together over smart growth.

Dan Sitler, Michael Rudden, Rob Holzman, AICP, and George Homsy tackle town-gown issues at Saratoga Associates, a planning, landscape architecture, and architecture firm headquartered in Saratoga Springs,

New York. For more information, contact them at 518-587-2550 or ghomsy@saratogaassociates.com.

Case studies published by the American Institute of Certified Planners

WINTER 1998

PLANNERS' CASEBOOK

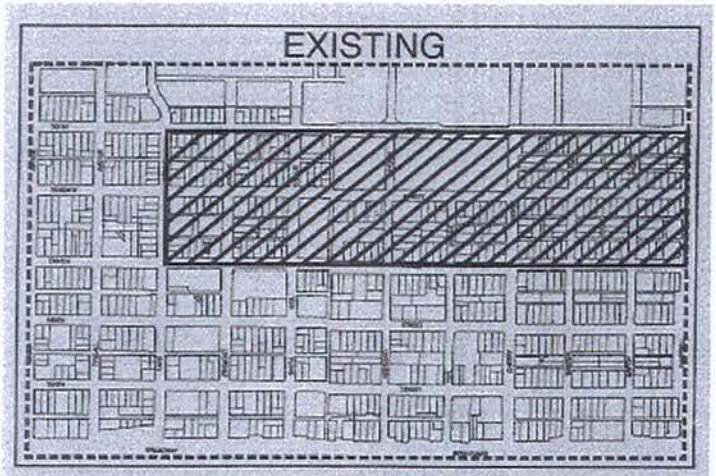
Town and Gown

Coming to Terms in Tucson

By Paul C. Zucker, AICP

The University of Arizona in Tucson was created in 1891 on 40 acres of land. By 1995 the campus had expanded to 325 acres with 35,000 students. Another 178 acres were included in the Arizona Board of Regents' adopted future expansion area.

Through the years, this expansion, along with other traditional town/gown conflicts, created a sometimes hostile environment between the university and its neighbors. The potential for university expansion into surrounding residential and commercial districts discouraged private investment, creating a steadily deteriorating physical environment with transitional land uses.



The university's original future expansion area was the subject of bitter disagreements between the university and its neighbors.

Background

In early 1993, university President Manual T. Pacheco, with urging from Molly McKasson, the city council representative for the area, decided something had to be done to resolve long festering issues related to the university's physical development south of its campus. The university had continuous expansion needs but the abutting commercial and residential uses were vocally resistant. Bringing things to a head were the university's continuing property acquisition, the desire by the university to acquire and demolish eight historic houses, and a university proposal to build a new three-story, 1,340-space parking structure bordered on two sides by a historic district of one-story, single-family homes.

Out of this situation was created a Joint Planning Process to be managed by a 13-member Joint Planning Committee. The university and the city each agreed to contribute $20,000 to the effort.

Facts of the Case

The joint committee met monthly for more than a year attempting to define issues in preparation for hiring a consultant. Each group prepared a white paper outlining its position on various issues. While the papers defined the issues, they also clarified the wide gap between the university and the associations. At times it appeared the committee would be unable to decide what it was going to do and how it would go about it.

Eventually, the committee hired a consultant, Zucker Systems, with sub-consultants University Planning Associates, Inc., both of San Diego. The selection process itself was tense, with the participants wary of each other and expressing some uncertainty about the process.

In negotiating the consultants' contract, the committee insisted on what proved to be two key elements. First, they wanted alternatives much earlier in the process than proposed by the consultants so that the committee, rather than the consultants, would be in control of the data and debate. Secondly, they set as the primary goal of the study "agreement" by all parties on university expansion and neighborhood revitalization.

The out-of-town consultants were working with an extremely tight budget. To make the project work, the consultants traveled to Tucson once a month and combined work trips with a monthly committee meeting. It was also agreed there would be three public meetings, which were scheduled over a six-month period. Once the last meeting was held, the budget would be exhausted, with or without agreement.

Under Arizona law, the university has full independent powers. Historically, it has also had considerable political power both in Tucson and in the state. The consultants told the committee during the selection process that they would spend a considerable amount of time working with the university. They knew that if the university would not change plans, the project would fail. It was because of this need that an expert campus planner (Pat Aguilar, formerly head of campus planning for the University of California, San Diego) was part of the consultin team. Although somewhat wary of this university emphasis, the residents agreed.

"This agreement could not have been accomplished without each party believing they had something to gain, without representatives who were willing to take risks in exploring alternatives and, finally without an independent facilitator consultant continuously pushing the parties to areas of agreement."

J.T. Fey, Tucson City Planner

The actual process used by the consultants was only partially known by the full committee Although the committee knew the consultants were talking to the participating parties, the extent of those meetings and conversations were not revealed. The consultants met with university officials and city officials in separate meetings before every committee meeting. At times, draft written material or maps were faxed to the university and city prior to being finalized for distribution to the committee. Draft ideas were also discussed privately with residents and businesses.

The University

The consultants quickly learned that the university did not speak with one voice. A variety of power centers within the university would need to be persuaded, including campus planning, economic development, vice-president for development, vice-president for academics, and numerous other players representing parking, inter-collegiate athletics, student recreation, and housing. On numerous occasions the consultants were told, in no uncertain terms, that university interests were

PLANNERS' CASEBOOK

is published in January, April, July, and October for members of the American Institute of Certified Planners, an institute of the American Planning Association.

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 Publishing offices for *Planners' Casebook* are located at the American Planning Association's Chicago office (address below).

Planners' Casebook is cataloged under the International Standard Serial Number US ISSN 1064-5519.
Cynthia Cheski, Assistant Editor
Susan Lee Deegan, Designer

Attn: Postmaster and subscribers
Please sent change of address to:
Subscription Department
American Planning Association
122 S. Michigan Ave., Suite 1600
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City council member Molly McKasson celebrates the signing of the agreement.

statewide, long-term space needs could not be projected, and no change to the campus planning area should be considered.

The consultants became convinced that the university's own campus planning had not sufficiently addressed how much future recreation space was needed or how much academic square footage could be accommodated on existing land without expanding further into the neighborhoods. The consultants began to do their own detailed analysis of campus development needs. Although the university took offense at some of the consultants' intervention, this activity was backed by the knowledge and experience of the consultants' seasoned campus planner. Gradually, the university began to reexamine its own needs and long-term plans.

The Residents

The three resident associations were generally united in their opposition to university expansion, but each proved to have its own agenda.
One of the neighborhoods was not directly impacted by the university expansion boundaries, but was affected by a variety of other university proposals. This group became more concerned with cutting their own deal with the university and, while they continued to attend the meetings, they began to play a more passive role.

A second neighborhood, Pie Allen, was nominated as a historic district on the National Register. It had only a small portion of the planning area, but it included the eight historic houses that the university wanted to acquire and demolish. This issue had been underway long before the Joint Planning Project and was politically very explosive. The participants agreed to keep the eight historic houses outside the joint planning process.

The third neighborhood, Rincon Heights, was the key neighborhood impacted by the university expansion plans. The university had already expanded into the neighborhood with a large student recreation building, scattered surface parking lots, and a small greenhouse complex. The area was also impacted by student parking and traffic and the usual problems associated with student rental housing. Some of the residential properties were showing signs of neglect.

The residents felt they were not getting adequate attention or time, so the consultants met with them the day after the committee meetings and, when possible, in the evenings. It became clear to the consultants that, just like the university, the residents did not speak with one voice. The leadership was split on how far they should go in compromising with the university. Additionally, factions arose among the residents based on whose house was scheduled for university acquisition.

During the course of the project, the residents continued to lobby sympathetic Arizona Board of Regents members, talk negatively to the press, and apply pressure in other ways. These activities were objected to by the university but helped the residents achieve a certain balance of power in the process.

The Businesses

The affected commercial area consisted primarily of two blocks of older storefronts on both sides of a major, four-lane arterial. Curbside parking had been removed a number of years earlier, and the university had been gradually acquiring properties, resulting in a transitional area in steady decline.

The revitalization of the commercial area had been one of the key desires of the city council member representing this district. As the study

Residential areas are close neighbors to the campus. At left, the U of A stadium is visible behind the houses.

progressed, however, it became clear to the consultants that the university had little interest in returning the commercial area to its former self and that, at best, this issue would need to be placed on the back burner.

The Committee

The committee met monthly with good attendance. A former aide to the city council member was selected as chairperson. One of the first issues was whether meetings would be recorded. This was an issue because, in the first year of committee operations, there was debate about who said what or had agreed to what. It was agreed that the meetings could be filmed by a nonprofit organization that was planning a documentary. Thus the recording issue became irrelevant.

It was originally thought that each meeting would consist of discussion, negotiations, and decisions but it quickly became apparent that this would not work. None of the parties was comfortable agreeing to anything for its group and no group wanted to show its hand first.

The City

The city of Tucson was represented on the committee by a planner from the planning department, J.T. Fey, who served as project manager, and by a city council member. The planner proved to have excellent political sensitivity skills and was a great sounding board for the consultants. The city council member wanted to push further with the university than the consultants felt was feasible, but this perspective gave a useful balance to the effort.

The Public Meetings

Three well-attended public meetings were all similar. The consultants presented research, ideas, and alternatives, then citizens got up and spent the rest of the meeting criticizing the university. The residents raised every conceivable issue from police problems and low elementary school test scores in areas surrounding the university to impacts from the university's nuclear research.

Making Progress

As the study progressed, it became clear that the size of the university expansion area was the key issue that must be resolved before many of the other issues could be settled. However, to open the dialogue on the boundary, it was necessary to make headway in a few other areas. For example:

1. University actions

The university agreed to put the parking garage on hold and not acquire any additional property in the study area for six months.

2. Narrowing the focus

The committee agreed that the study would

not try to address:

- Police issues
- Public school test scores
- An airport noise zone
- University rights of eminent domain
- Nuclear reactors
- Research versus teaching
- The entire campus plan

3. Goal and strategy

In an attempt to bring the committee together, the consultants proposed a goal, as well as a strategy to achieve the goal. After several meetings and considerable discussion, the committee agreed on the following:

Goal. To preserve and enhance the existing residential and locally owned small business community in a way that complements the university and permits the university to achieve its programmatic needs.

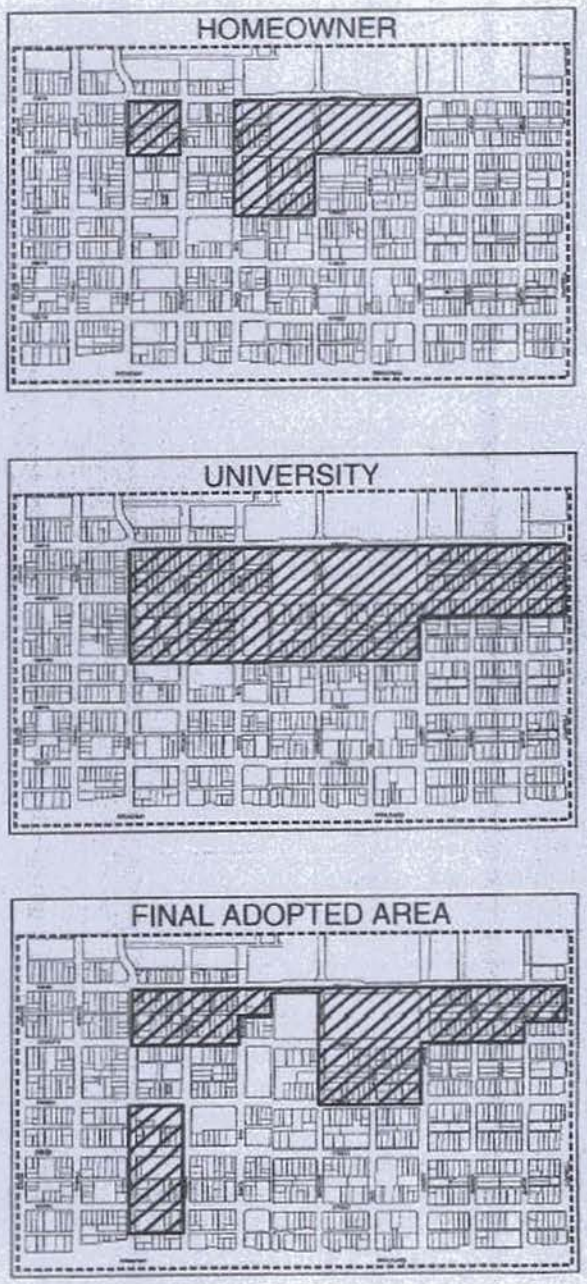
Strategy.

- Keep the university expansion area as small as possible while still accommodating compatible university use.
- Preserve as many owner-occupied residential structures as possible.
- Preserve as many single-family rental houses as possible for later conversion to owner-occupied.

4. University issues

The residents wanted to attack the university on its academic, recreation, and parking needs in order to reduce the university's expansion area. But, after reviewing the university's needs in detail, the consultants felt spending time on these issues would be counterproductive. The committee's agreement to the following statement allowed the focus to shift to the expansion boundary issues:

The overall university approach to academic space, research space, joint partnerships, parking, housing, inter-collegiate athletics and recreation are not unusual and are in line with normal university practices. While considerable time could be spent debating individual numbers, we believe such debates would be



Homeowners and the university had very different ideas about an acceptable expansion area. The final adopted area is part of the agreement reached by the negotiating committee.

"The agreement was the result of a protracted, complex and difficult planning process. Despite initial shared feelings of distrust, the neighborhood and university participants were united in their desire to make the university area a special part of the community."

Bruce A. Wright, U of A, Senior Officer

counter-productive. Universities are and must be dynamic, changing institutions. Thus, the numbers are likely to change in the future anyway.

Breaking the Log Jam

Committee discussions of the university's expansion area boundaries were not successful. Neither the university nor the residents wanted to publicly reveal their hand. In an attempt to break the log jam, the consultants developed a most, middle, and least expansion scheme. Each scheme was designed to attempt to preserve features of interest to each party.

Then the university and the homeowners each developed their own schemes as shown on page 5.

The consultants felt the university and the residents were posturing with their alternatives. So, based on private discussions with both parties, the consultants prepared yet another alternative.

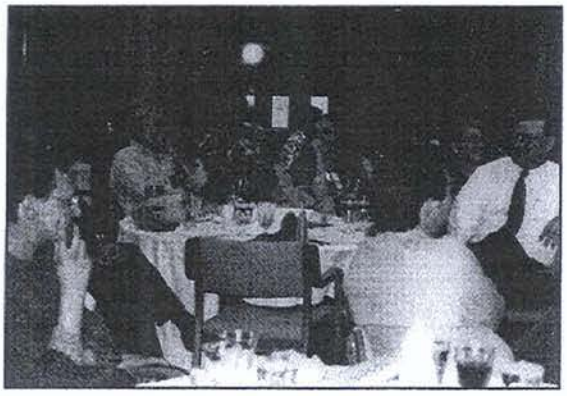
Outcomes

As the end of the consultants' contract approached, it became clear that an agreement could not be negotiated in an open public meeting. Instead, a special negotiating committee was formed consisting of two representatives from the university, two from the primary neighborhood association most impacted by the university, and the consultant. The university's attorney also participated and drafted legal language for the agreement.

The negotiating committee was interesting in that both sides had, in a sense, a "good guy," "bad guy" member. One was willing to bend, the other took a harder stance. Each side always had an out by saying they had to sell the agreement to their group.

The negotiating committee eventually agreed on an amazing 29-page agreement, officially adopted by the Arizona Board of Regents, the city of Tucson and the Rincon Heights Neighborhood Association. The agreement:

- Removed eight city blocks from the university expansion area.
- Added 2 ½ city blocks for university family housing.
- Moved the proposed parking structure away from the historic district.
- Specified that the neighborhood association will not object to any university property acquisitions or development that meets the land-use and development guidelines of the agreement.
- Set forth that the parties will work together on a future commercial redevelopment project because the Joint Planning Project failed to resolve the commercial area conflicts, which continue.
- Directed the city and neighborhood association to implement programs for the stabilization and improvement of the residential area.
- Sets forth a variety of university acquisition procedures as well as university divestiture of property owned outside the new expansion area.
- Establishes locations for a new parking structure, gymnasium, recreation fields, and academic research space.



A dinner was held to celebrate the 29-page agreement.

LESSONS LEARNED

Successful negotiations require equalization of power. Although the university had all the legal power, the residents created power by guerrilla warfare, getting the university to consent to a public Joint Project, and through the consultants' contention that the goal of maintaining a stable and safe residential buffer around the university could not be achieved if current acquisition goals were carried out.

The independence of a mediator is essential. The long-standing distrust between parties could be addressed only by a neutral third party, an out-of-town consultant. The university was put in a corner by agreeing to employ the third party. When it threatened to terminate the project because of unhappiness with what was happening, the university faced a public relations problem.

Limiting the scope is often necessary for success. Many thought the process could accomplish much more than was reasonable. In order to succeed, the scope was continually narrowed with many issues set aside for future resolution. The lack of resolution on the commercial issues was clearly a failure, and at times threatened to sink the entire project.

Data are still important. While the committee spent little time with data, the consultants' data were necessary to eventually convince the university that they could live with less land and accommodate needs in a way that was less destructive to adjoining neighborhoods.

Few organizations speak with one voice. The consultants discovered many power centers within the university. Likewise the neighborhoods had to pull together diverse factions within their own membership.

Public meetings can accomplish certain goals, but not others. The distrust between the parties was so great that open public negotiating sessions were not productive. The consultants practiced shuttle diplomacy, working privately with all parties and trying to decipher what ingredients could lead to an agreement.

Consultants work better with clear goals. The original Request for Proposals contained the usual litany of items that would be hard to achieve within a limited budget. The committee's later insistence that "agreement" between parties was the key goal and that alternatives be presented early in the project provided needed focus. The committee also agreed to drop items called for in the initial contract.

A limited budget helps force a conclusion. The consultants indicated that they had enough funds for only two more meetings. No one wanted to allocate additional dollars, so an urgency was given to reaching an agreement.

Failure is not an option. It seemed like this project came close to failing on numerous occasions. Residents accused the university of reneging on a variety of promises. The university was angry at the residents who continued to lobby the regents, the press, and anyone else who would listen via guerrilla warfare. The merchants threatened to drop out of the entire process because their issues were not being addressed. Citizens continued to attend public meetings and berate the university over past wrongs and tried to overload the study with even more issues. But, in the end, none of the parties wanted to fail. The effort continued to be seen as the only game in town, the only viable option for resolution of the issues.

PAS Memo

AMERICAN PLANNING ASSOCIATION

NOVEMBER 1994

Universities as Neighbors

By Michelle Gregory

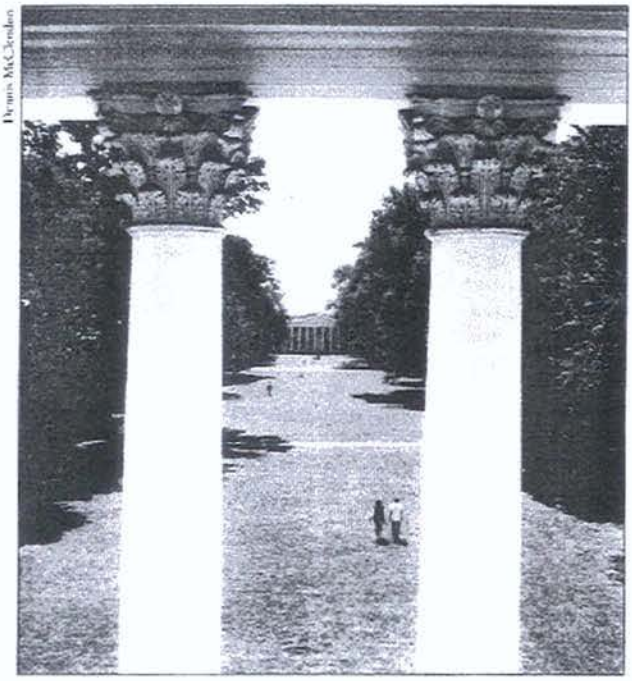
Universities and their host communities often have stormy relationships. The pressure for universities to expand to meet the demands of increased enrollment and to compete for research monies can have major impacts on the surrounding community. At the same time, those communities depend on the universities for their economic sustenance. As a major employer and contractor, the institution simultaneously creates and detracts from the community's quality of life.

Among the problems common to university communities are parking, overcrowding, deteriorated off-campus rental housing, noise, economic instability due to transient populations, displacement through campus expansion, declining tax revenue after university expansion, and lack of any local jurisdictional control over campus development. This issue of the *PAS Memo* addresses the problem of defining the appropriate role for a university in a community and presents case studies from several university communities that are currently facing growing pains or have successfully established ground rules for working together.

The Role of the University

Universities have been known to make laboratories out of their host neighborhoods, usually to fulfill their own social, educational, or economic research agendas. Furthermore, when universities dedicate research money and faculty to solving local problems, they are often caught in a kind of institutional denial, unprepared to acknowledge that the university itself is frequently part of the problem.

According to Terry F. Buss, professor and director of the doctoral program in urban studies at the University of Akron, an educational institution is often unable to address local problems because of their fundamental nature. Buss writes, "Because of their theoretical orientation, university administrators are reluctant to have faculty and students become too involved in problems of distressed communities. From an administrative prospective, the risks are great and the benefits are few." He adds that, "Faculty and students have little applied experience." Further, because "academic rewards and incentives are mostly attached to teaching and basic research, very few faculty participate in applied research and community problem solving."



Dennis McClendon

The University of Virginia and City of Charlottesville have formed the Planning and Coordination Council, which meets quarterly to address policy issues that affect both entities.

Marquette University: Proposed Street Closure

Marquette University (11,000 students), has experienced a decline in enrollment over the last six years. Its main campus in downtown Milwaukee is split by Wisconsin Avenue, one of the city's major arterial streets. Marquette is seeking permission from the city to close the portion of the street that divides the campus to make room for a public green. Proponents believe the green space would give the school a more cohesive, traditional campus identity that would appeal to prospective students. They also argue that street closure would increase the safety of travel between the two sections of the campus. The installation of pedestrian malls is in fact credited with boosting enrollment by more than six percent at Creighton University in Omaha and 16 percent at St. Louis University in St. Louis over the past five years.

Many of Marquette's neighbors oppose the street closure because of Wisconsin Avenue's importance for circulation throughout the city. Sheila Aldrich, a representative of the Merill Park neighborhood and vice-chairwoman of the Mass Transit Committee for Milwaukee County, said that closing Wisconsin Avenue would affect 1,139 daily bus trips and would require 24,400 passengers to be rerouted daily. She also reports that the ongoing cost to Milwaukee County taxpayers would be $613,000 at a minimum each year.

One positive aspect of the controversy has been a collaborative effort by the city and the university to address citizen concerns. The city held two public hearings for residents to voice concerns and frustrations. These were followed by two informational forums attended by representatives from

Marquette and Milwaukee's planning, public works, city development, and police and fire departments. Local residents could approach the representatives' tables to discuss specific issues informally.

Tom Miller, Milwaukee's planning director, is currently conducting a poll to get a more scientific measure of local attitude toward the project. The poll will proportionately reflect the Marquette student population. Miller says the university has formed the Avenue Commons Task Force, which is involved with the design of the mall, pending city approval. In addition the Milwaukee public works department is in the midst of a traffic impact study to evaluate the various costs and configurations associated with rerouting traffic. That study is to be completed by the end of November.

University of New Mexico in Albuquerque: Working Together

The main campus of the University of New Mexico is in downtown Albuquerque. The city and the campus have a history of working collaboratively. For the last 30 years the university has been guided by the 1960 Warnecke Plan, which projected enrollment to increase to approximately 25,000 over 30 years. Right on schedule, the university began to outgrow the plan about two years ago and began an evaluation process to determine the school's expansion needs. Campus planner Steve Borbas says that although the university is bound by no agreement or local regulations to consult with the city, he and other university staff meet informally with the various departments whenever either party deems it necessary. The campus has also hired a consultant to conduct charettes with university personnel, students, and neighbors, out of which will come new goals and a shared vision of the role of the university in the community.

The city relies on the university for input on city projects as well. The city is currently working on an open space and trails plan and recently asked Borbas to participate in the planning efforts. "The university owns so much of the open space in the city that it just makes sense to avail our resources to the rest of the community, naturally we want to be involved in what they are doing and vice versa." Borbas adds that the fact he was a planner with the city of Albuquerque for 10 years and has lived in the city for as long increases his sensitivity to the impact of campus growth.

Borbas pointed to several areas in which he sees room for improvement in the university's relationship with the commu- [illegible] mid-level university administrators are [illegible] community, school leadership tends to think of [illegible] university as an isolated entity. "They only get involved when things get sticky," says Borbas. Second, community organizations tend to be misrepresented by one or two very vocal residents whose opinion is distorting the sentiments of the larger community. And finally, he says, "students don't really seem to consider themselves as part of the community, and it would be nice to hear from them more often."

University of Virginia: A Memorandum of Understanding

In the face of increasing pressure to expand in the mid-1980s, the University of Virginia sought help from an Urban Land Institute Advisory Panel to plan its growth harmoniously with its host community, Charlottesville, in Albemarle County. The panel advised the university to set up a nonprofit development corporation to acquire and develop properties as needed. This entity, the University of Virginia Real Estate Foundation, would also be allowed to acquire land for investment purposes. Since the university is a state-governed institution and therefore exempt from any local land-use controls, the panel recognized the importance of community-sanctioned growth.

The panel recommended the university draft a memorandum of understanding with the city and county that would compare long-range plans and alleviate the tensions inevitable in a university-community relationship. The agreement, though more a gesture of good will than legally binding, called on the university to submit any construction plans to the city or county for review of compliance with local land-use plans and regulations. Designed to foster a spirit of cooperation, the agreement asked the university to make a good faith effort to:

- Abide by all local land-use laws
- Pay real estate taxes on properties purchased through the development corporation (those not solely dedicated to academic use)
- Stop the transfer of land to the newly formed real estate foundation specifically for the purpose of avoiding taxation
- Have local government representatives on its own planning committee
- Involve the city and county in site selection studies for major new facilities

In turn, local jurisdictions promised to make reasonable efforts to work with the university by permitting alternatives to site plans that may not be in accordance with local regulations or development objectives. They also agreed to define their own long-range goals and growth plans and make them known to the university. Finally, a university representative was invited to sit on both the city and county planning commissions as a nonvoting member. In its final section, the agreement requires that all three parties work to adopt uniform development objectives, definitions, planning schedules, and land-use databases.

Satyendra Singh Huja, who has been director of planning and development for the city of Charlottesville since the memorandum was initiated, believes it's been a great success. "Before we used to communicate through the newspapers . . . now we have a PACC (Planning and Coordination Council) Policy Committee, made up of the mayor, council members, and the university president, which meets quarterly to address policy issues. We also have a PACC Technical Committee that is made up of planning staff from the city, county, and university, which meets monthly to review the progress of individual studies and projects."

The technical committee has just completed a series of neighborhood assessments and community forums for all neighborhoods that surround the campus. From those studies they will be preparing a comprehensive plan and vision statement that is expected to be done in 1995. Collaboration has also helped them to implement a bike route plan, for which they successfully procured ISTEA funding. Also in the works is a transit planning and development initiative, and a study of the West Main Street strip, for which the university and city have hired a consultant.

Though no legal action can be taken to enforce the memorandum, specific provisions were made in the event of its

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Michelle Gregory is a research associate with APA.

failure: All parties agree to accept nonbinding arbitration in the event of default, and if any party wishes to back out, it must present written intention with one year's notice. So far, this provision has been unnecessary.

University of California, Berkeley: Confrontation and Negotiation

University-community relations rarely get as tumultuous as they have in Berkeley, California. Historically viewed as the cradle of the Free Speech movement and the site of the People's Park Riot, this school has been bantering with the local residents and government since the early 1960s.

The campus was built 11 years before the town of Berkeley was incorporated and its development goals have long trampled over the town's goals. In fact, community groups and the city council filed suit against the university in the 1970s to block the construction of a student housing project along an active seismic fault. In the 1980s, when the University of California unveiled its nine-campus, statewide comprehensive plan—which included many projects for the Berkeley campus—consultants were brought in to facilitate a long string of community forums. As with many university towns, Berkeley was rapidly losing its taxable land to an exempt institution. In November 1988, voters passed a "Public Accountability Measure," which would require all public agencies to adhere to local zoning and pay their share of taxes and fees for city services. The measure, however, is merely advisory.

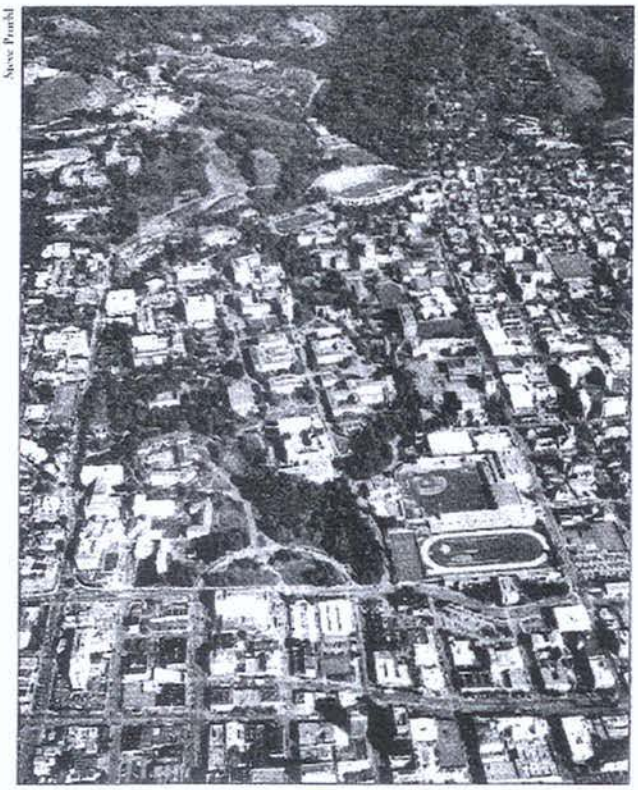
Also in November 1988, the city council appointed a university planning committee to review the university's long-range plans and prepare recommendations to be adopted by the council. One recommendation that was implemented was to hire a city-university planner to act as a liaison between the university's long-range plan and the community's concerns. The planner operated out of the city planning department and the position was funded by the university. In July 1990, the university released a new version of its plan in which it made the following concessions:

- Annual sewer and improvement fees of $550,000
- An additional $200 surcharge for every new student housing unit constructed
- Donations to fund specialized fire protection equipment and training required by new housing
- A plan to reduce enrollment from 31,000 to 29,450 by 2005
- An agreement to collaborate with the city on a plan to preserve People's Park and expand services for the homeless

In return the city agreed to continue providing basic sewer, fire, and police services and to negotiate with the university on student housing compliance with local codes. These provisions were formalized in a "mitigation implementation agreement," which also required the university to pay the city $1.2 million a year through 2005-06 for a package of additional services.

According to Karen Haney-Owens, senior planner with Berkeley's advanced planning division, city and university's efforts to cooperate are being worked out on a "project-by-project basis, because the university has already diverged from the 1990 plan many times." But she adds that the university has hired a new campus planning director "who places a much greater emphasis on dialogue with the community." The university just recently consulted the city and the adjacent neighborhoods on the siting of a proposed hazardous materials storage facility. Community concerns were heeded, and alternative sites are being considered.

Steve Proehl



A public accountability measure approved by Berkeley citizens advises the university to adhere to local zoning and pay its share of city services.

University of Illinois at Chicago: Flea Market Must Move

The University of Illinois at Chicago was built on the city's near west side in the 1960s with the aim of providing access to higher education for the city's residents. Its development was plagued by controversy from the beginning as a thriving Italian neighborhood and the now famous Jane Addams Hull House had to be pushed aside to make way for the campus. Thirty years later, the university is at the center of debate again over an expansion plan that has supplanted one of the city's cultural treasures, the Maxwell Street open-air flea market. The market generates a net annual income of about $3.2 million, and has provided opportunity for immigrants and marginal-income vendors for more than 125 years. Though the marketeers have essentially been squatting on the city-owned land all this years, many of the market's supporters view it as a historic landmark that should have been preserved on its original site. It was closed by the city in August.

The university badly needs the land, which is the last undeveloped area in its immediate vicinity. With intentions to build a 43-acre research and recreational complex, the university purchased the site from the city for $4.25 million. It also hired a consulting firm to design a new marketplace with more

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amenities about a mile from the original site. Some neighbors believe the relocation will "legitimize" the market, which in the past has also served as a trading post for drugs and stolen goods. By requiring vendors to apply for permits by lottery, the city hopes to ensure a safer, more structured environment. The new market opened just after Labor Day and now has a staff to coordinate its operation.

University of Colorado: University as Health Care Conglomerate

University hospitals and health science facilities are particularly difficult neighbors because their growth plans are often comingled with those of other health care providers and state or federal institutions. This is the scenario in Denver, where the University of Colorado Health Sciences Center is trying to expand its facilities. The center is one of a powerful consortium of four major hospitals: University Hospital, the Veterans Hospital, Rose Medical Center, and C.U. Health Sciences Center. The medical district containing these hospitals is currently confined to the east side of Denver's Colorado Boulevard. The consortium plans to expand west of the boulevard, onto property already owned by the university.

Local residents vehemently oppose the expansion, plagued as they already are by traffic congestion and parking problems generated by the current size of the health campus. In addition, the expansion would displace the residents of two apartment buildings. The university would like to convert the units to offices. The Denver planning department, city council, and the mayor all oppose the expansion, and seriously question the university's legal right to expand without local approval. Helen Hogue, manager of the neighborhood planning section and the planner assigned to that section of the city, says the planning department is trying to facilitate communication among neighborhood groups and the consortium, with the goal of containing the complex on the east side of the boulevard.

In this case, the university's affiliation with other institutions has unintentionally served the neighborhoods. The process of expansion has been complicated because traffic studies and health care district plans cannot move forward without analysis and approval from each member of the consortium. Because of the process, the residents of the area have had time to organize ...ower opposition.

University of Colorado, Boulder: Networking for Solutions

The University of Colorado system is pressuring its Boulder campus to expand. This flies in the face of the city of Boulder's efforts to tighten growth management controls over development within its jurisdiction. Despite the university's increasing enrollment, there are no plans to develop more student housing in the near future. This coupled with the fact that Boulder's housing costs are extremely high, has left many students with no option but to locate in neighboring municipalities. In turn, the city is faced with increased commuter congestion and parking problems. Recently the two began a process to examine how their conflicting goals could be achieved simultaneously.

Peter Pollack, director of the community planning division, says the city has had difficulty in finding a new direction for its planning process because "there was a tendency to compare ourselves with other communities in Colorado of similar size, ignoring the fact that none of those communities (with the exception of Fort Collins) had the same set of problems unique to college towns." To help solve this dilemma, they surveyed other university communities around the nation that have the same characteristics as Boulder. The 1993 *City of Boulder Peer City Planning Survey* identified 10 cities that had the following similar characteristics:

- Total city population
- Total university student population
- Percentage of the city population that is college students
- Percentage of the county that resides in the city
- Distance to the nearest metropolitan area with a population greater than 100,000

Using these criteria they identified the following cities: Eugene, Oregon; Palo Alto, California; Santa Cruz, California; Santa Barbara, California; Provo, Utah; Tempe, Arizona; Fort Collins, Colorado; Norman, Oklahoma; Madison, Wisconsin; and Ann Arbor, Michigan.

Though this list began as a simple comparative tool, it quickly evolved into a information network. Though Boulder initiated the list, it has informally become known as a "sister cities forum." Planners from each town exchange ideas, problems, and solutions on an ad hoc basis, and have even entertained the idea of meeting annually to formalize their support system.

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The *PAS Memo* is a monthly publication for subscribers to the Planning Advisory Service, a subscription research service of the American Planning Association: Michael B. Barker, Executive Director; Frank S. So, Deputy Executive Director; William R. Klein, Director of Research.

The *PAS Memo* is produced by APA staff in Chicago. Research and writing by Research Department staff; Marya Morris, Editor. Production by Publications Department staff: Cynthia Cheski, Assistant Editor; Lisa Barton, Design Associate.

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THE CHRONICLE OF HIGHER EDUCATION
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From the issue dated Ju

The Welcome Neighbor

In prickly Cambridge, Mass., good relations clear a path for Lesley U. to g

By PAUL FAIN

Cambridge, Mass.

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Boston's subway system, the T, stops at four stations in Cambridge. One is named for Harvard University, another for the Massachusetts Institute of Technology. Now a third station, at Porter Square, is likely to be emblazoned with the name of Lesley University. The recognition is an indication of the growing prominence of the university, which until recently was known primarily for its small, liberal-arts college for v

Times have changed for Lesley, which many local residents once viewed as the people sent their daughters to ensure that they married a Harvard law student. T university has ambitious plans for growth on its two campuses here. The plans i making the college co-ed, almost doubling its resident undergraduate populatio its Art Institute of Boston to Porter Square, and building a complex of dormitori academic buildings over a 775-foot long stretch of commuter rail lines nearby.

Lesley is expanding in the middle of some of the densest, most expensive urban estate in the nation. What's more, the people of Cambridge have 370 years of ex in fighting universities' real-estate development. But thanks to the behavior of L leaders, few here seem to have a problem with its plans.

In an era when many institutions, including some in and around Boston, have h engage in public-relations campaigns and often costly litigation to expand their campuses, Lesley appears to have hit upon a simple but effective strategy for av all of that: cultivating a reputation for being fair and open with the surrounding community.

"There's no animosity toward them," says David Reed, president of the Porter S Neighbors Association. "They have made substantial, sustained efforts to be op the neighbors."

When Opportunity Knocks

Lesley's push to become a bigger player in Cambridge stems from a long-range it started drafting in March 2003.

The university, founded in 1909, has long had an entrepreneurial spirit. Lesley, grew out of the movement to introduce kindergarten classes to elementary scho

EXHIBIT 4

originally trained women as preschool teachers. Its mission expanded to include liberal arts in 1944. That curriculum has always been open-ended, with a focus responding to the individual student.

Lesley began its teacher-education program -- and became an early entrant into of distance education, of a sort -- 35 years ago, when it accepted a request to ser members to Martha's Vineyard for three-day weekend training sessions for loca teachers. It now runs graduate programs for teachers at 150 sites in 19 states, an prepared more teachers than any other private institution in Massachusetts.

Although Lesley's distance-education program is well established, officials ther concluded in the early stages of their latest facilities-planning process that they help fill a need for more small, residential, liberal-arts colleges in urban areas, a they should do more to serve undergraduates on the campus.

They decided that Lesley, with a total enrollment of 6,300, most of whom are g students, should go co-ed in its undergraduate college and expand its total unde enrollment from 1,100 to at least 1,400. They also resolved to move the Art Inst Boston from the Fenway neighborhood, about four miles away, to the Porter Sq campus, to provide more opportunities to art students and to improve the cultur environment.

"You can't do that without facilities," says Richard A. Jalkut, chairman of Lesle of Trustees and a member since 1988. "We need space."

Margaret A. McKenna, Lesley's president, seems well suited to the job of overs university's expansion. She has led the university for 20 years, before which she in Washington as a deputy counsel to President Jimmy Carter and a deputy undersecretary of education.

She describes her management philosophy as one of adaptability. "The goal has growth," she says, but, rather, nimbly attempting to fill "unmet needs."

Lesley's efforts to meet such needs require growth, however. And space is tight the two small campus centers, which are separated by about 10 blocks of Victor homes, some of which have sold for more than $1-million. The southern campu bordered on three sides by Harvard.

Ms. McKenna says she, unlike the presidents of many colleges in pastoral surro cannot deal with a need for new dorms and classrooms by saying, "We're going it on the back 40."

As a result, Ms. McKenna -- who lives a couple of blocks from the campus -- h the university's evolution as a friendly neighbor.

"We can't control our environment," she says. "We try, but we can't."

Smoothing Feathers

Few places present more challenges to a university with designs on growth than

Boston metropolitan area. Scores of institutions vie for real estate in neighborhc where citizens have often been burned by the slights of college officials.

In May, for example, angry residents of the Fenway neighborhood marched to t of Northeastern University's president to complain about a proposed plan to red property, including a recently shuttered church, that it had just purchased. Mich Ross, a Boston City Council member, issued a written statement that said: "Nor had the opportunity to work with its neighbors and plan a campus for the future Northeastern launched its own version of a California Gold Rush right in our ov backyard."

Harvard has faced resistance to its major planned expansion into the Allston sec Boston, and to the secretive way in which it bought some of the 341 acres of lar owns there.

Some nearby resistance to campus construction is probably inevitable.

But if neighborhood opposition turns into a groundswell, Northeastern and Har the resources, including substantial endowments and teams of lawyers, to hold t Lesley does not.

Ms. McKenna and other Lesley officials know well the need to play nice in Car "You only earn the right to be doing these sorts of things if you've been a good neighbor," Mr. Jalkut says of the university's ambitious growth plans.

Representatives of Lesley attend almost all of the meetings of the two neighbori associations involved with the university's locations. Marylou Batt, vice preside administration and point person for the construction plans at Porter Square, says who are used to seeing glossy presentations from developers and campus planne surprised by the simple documentation that Lesley brings along.

"We have a little sketch," she says.

Although the lack of specifics in Lesley's plans can be disconcerting to some re the neighborhood groups say the university's approach is preferable to being ask rubber-stamp plans despite having little input. Whether it is embarking on an ex renovation of its student center or improving the landscaping around a Dumpste university listens to their concerns.

For example, in seeking to develop two vacant lots, Lesley agreed to build retai on the ground floor of any buildings it eventually puts up. And in renovating its center, it relocated an exhaust vent on the roof at neighbors' request.

"They've given us terrific access to their plans," says Robert Watson, communit for the Agassiz Neighborhood Council, in Cambridge. "The more dialogue that the happier everybody is."

Nowhere to Go but Up

Lesley's careful currying of its neighbors' favor has paid off. The wide windows

Batt's corner office overlook Porter Square's commuter-rail and T station. Short she took the job, in early 2003, Lesley officials heard that the Massachusetts Ba Transportation Authority would lease the air rights to construct buildings over t lines. They responded by conceiving of a building atop a deck built directly ove tracks, which could be up to four stories (or 60 feet) tall, and could include dorr and academic buildings.

The facilities plan focuses on "making sure that we're maximizing the small am space that we have," Ms. Batt says.

Lesley, which owns several parcels around the T station, offered $2-million for year lease on the property. But a private developer, Oaktree Development, doub offer with a bid of $4-million to build about 90 housing units. With Oaktree dee "highest responsible bidder" by the transportation board, Lesley was out of the ı

However, Lesley had an ace up its sleeve: the powerful neighborhood groups of Cambridge, which decided to go to bat for the university.

The groups complained to the transportation board that they had not been given time to air their concerns about the way the bid had been awarded. The board ag delay its final decision on the lease and held several meetings with residents an officials.

Mr. Reed's association organized one of those meetings, which was held in a ch the fall of 2003. About 400 people attended, and the Porter Square association i that Lesley's bid be on the agenda. Mr. Reed, who has been president of the neighborhood group for seven years and often takes calls from City Council me seeking to get a feel for what residents are thinking, says it was easy to discern at the meeting: "There was a strong public sentiment in favor of the Lesley prop

With many residents backing Lesley for what, as Carol Weinhaus, who lives ne university, describes as its "refreshingly open" approach, the transportation boa Oaktree to share the air rights with Lesley.

By April 2004, the developer had dropped its bid, leaving Lesley to renegotiate transportation board. The terms have yet to be established, but Lesley officials s are near an agreement with the board and are hopeful that they will be awarded

Beth Rubenstein, Cambridge's assistant city manager for community developm the transparency of Lesley's plans clearly gave the university an edge in the batt "There's a choice about being forthright, and they've chosen to be forthright," sh

Small Fish, Big Pond

Sitting in her office, which is in the former living room of a Victorian home, M McKenna points through a window at the crimson-trimmed dormitory of Harva School, across the street. Though only a few steps apart, Lesley and Harvard ha radically different problems and approaches when attempting to add to their car Ms. McKenna says her expansion plans would be less daunting if Lesley had sc Harvard's $22-billion endowment. "I'm not greedy," she says with a laugh. "I'd

the interest for a day."

Lesley's endowment stands at $48-million. That relatively small sum increases t financial risk for a project like the dormitories that may someday straddle the tr Porter Square. But this is not the first time Lesley has made such a leap. In 199 university weathered tricky negotiations and issued bonds to buy a commercial the Porter Exchange, for $12.5-million. The price tag dwarfed Lesley's endowm even rivaled its annual budget. But the risky, bond-enabled project has paid off, renovation -- producing a mix of retail shops, restaurants, and Lesley classroom offices -- now anchors the Porter Square neighborhood. Lesley will claim more the building next year, when offices of the Harvard-Smithsonian Center for Astrophysics, the building's largest tenant, moves out.

"We have major things going on," says Ms. McKenna. "I don't want to be a sec everybody to know who we are."

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Volume 51, Issue 46, Page A19