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ABSTRACT
                The U.S. Department of Housing and Urban Development's
Office of University Partnerships helps support the process of forming higher
education-community development partnerships through its Community Outreach
Partnership Centers (COPC) and Joint Community Development (JCD) initiatives.
This handbook describes COPC and JCD initiatives for building partnerships
with community development corporations (CDCs) to more effectively plan and
carry out projects to improve their neighborhoods. The handbook emphasizes
higher education partnerships with CDCs designed to strengthen the human,
organizational, economic, and physical capacity of neighborhoods and their
residents. Seven sections examine: community development and CDCs; the nature
and complexities of higher education-community development partnerships and
lessons learned from these partnerships; the role and experiences of colleges
and universities in creating new CDCs; ways that universities can support new
or existing CDCs; university-CDC partnerships for physical development in
neighborhoods; the role of higher education institutions for working with
CDCs in community economic development; and conclusions. An appendix presents
definitions and procedures for CDC incorporation. (Contains 53 references.)
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Building Higher Education-Community Development Corporation Partnerships

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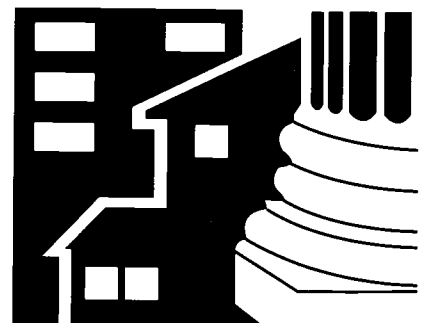
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Building Higher Education-Community Development Corporation Partnerships

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Foreword

*T*he U.S. Department of Housing and Urban Development is working to nurture the unique contributions that faculty and students can make to their urban communities. We know that partnerships between colleges and communities can produce healthier neighborhoods and revitalize large and small communities nationwide. By collaborating with local community development corporations (CDCs), institutions of higher education build those organizations' capacity to fulfill their economic mission and also help develop local leadership.

Through our grant awards, we serve two important purposes. First, we encourage universities to work hand-in-hand with CDCs and other organizations. Second, we help promote widespread use of the initiatives they collectively develop. Through our Office of University Partnerships, HUD funds a broad variety of locally targeted partnerships that: create job opportunities; support community-based entrepreneurship; expand such services as childcare, healthcare, and enhanced public safety; combat homelessness and housing discrimination; improve education and training opportunities; and meet other important local needs. We also provide funds for young scholars who focus their work on housing and community development policy through Work Study and Doctoral Dissertation Grant programs.

This handbook builds on HUD's support of university-community partnerships, which can contribute enormously to community capacity and quality of life. It offers examples of successful collaboration, cites lessons learned from these experiences, and serves as a guide for institutions of higher education interested in forming or expanding partnerships with community development corporations. It also does something more—it reminds us of the dynamic and constructive chemistry that takes place when the insights and experience of local leaders are joined with the ideas and energy of the academic community.

—Andrew Cuomo
Secretary of Housing and
Urban Development

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Introduction

Many institutions of higher education are located in neighborhoods that have inadequate housing, high rates of unemployment and poverty, and growing levels of crime, drugs, and other social maladies. As more of these problems have reached their doorsteps, colleges and universities have increased their efforts to revitalize their surrounding neighborhoods. U.S. Department of Housing and Urban Development (HUD) Secretary Andrew Cuomo spoke of the need for universities to address urban conditions:

> Very often universities are the greatest assets in their area. But for too long they have been isolated from the surrounding community. We are looking at how you open the gates of the university to literally bring in the community.[1]

Beneath neighborhood troubles and struggles are valuable human, social, and physical assets that need to be recognized and developed as an essential strategy for community renewal. One form of these valuable resources is community-based organizations that have been created by neighborhood residents to plan and carry out a variety of development activities designed to improve housing, increase employment and income, combat crime and other social problems, and empower residents. These organizations, which often are collectively called community development corporations (CDCs), number in the thousands around the country and have played a key role in the restoration and development of many economically disadvantaged communities. While this handbook uses the term CDC to connote those organizations that are assisted by higher education institutions, the concepts apply equally to community-based groups not affiliated with higher education institutions that are working to improve neighborhoods.

Colleges and universities are joining forces with CDCs to turn their neighborhoods around, combining informational, political, and economic resources and connections with local knowledge, support, and organizing and development skills.

Neighborhood concerns have grown at a time when many community organizations and higher education institutions face tighter budgets. Each has fewer resources to improve their environments. In a period of scarce resources, partnerships and collaborations are essential to mobilize and stretch their means for neighborhood change.

The growing number of alliances between institutions of higher education and CDCs stems, in part, from the push of the economic and social realities that these different organizations face and the increased awareness of the mutual benefits provided by such relationships.

Successful partnerships can mean increased resources and economy in the use of existing resources. But the benefits of partnerships can go well beyond matters of efficiency to better serving the missions of both community and educational organizations.

Purpose of the Handbook

Since 1994, the process of forming higher education-community development partnerships has been facilitated by support from HUD's Office of University Partnerships (OUP) through its Community Outreach Partnership Centers (COPC) and Joint Community Development (JCD) programs. Between 1994 and 1997, these two programs have provided more than $40 million to more than 70 colleges and universities in support of their outreach and collaborative work for community development.[2]

The community outreach efforts of institutions of higher education involve a wide range of partnerships with nonprofit, for-profit, and governmental agencies—public schools, social service agencies, business associations, public housing authorities, neighborhood crime watches, and hospitals—to pursue a variety of goals from better public education to improved community health and safety to securing homes for the homeless.[3]

This handbook documents COPC and JCD initiatives to build partnerships with CDCs to more

effectively plan and carry out projects to improve the neighborhoods they share. It draws primarily on the experience of the COPCs, JCDs, and other higher education and community initiatives. The handbook:

- Describes the ways in which colleges and universities have partnered or collaborated with CDCs to do community development, providing numerous examples.

- Suggests other areas and methods of collaborating for more effective community development.

- Draws lessons from this experience about building strong partnerships and collaborating on successful development projects.

- Serves as a guide for higher education institutions considering entering or expanding collaborative relations with CDCs.

Of these many important collaborations, this handbook focuses on higher education partnerships with CDCs designed to strengthen the human, organizational, economic, and physical capacity of the neighborhood and its residents. It highlights partnerships that strengthen the capacity of individuals to achieve economic self-sufficiency by securing better employment; of organizations to grow and provide better services and more opportunities for community building; of the neighborhood to provide more affordable housing; and of the physical infrastructure to offer more recreation, better transportation, and more opportunities for community building.

Information and Organization

*I*nformation for this handbook came from a variety of sources. First, in 1997 a survey of 58 colleges and universities participating in HUD's COPC or JCD programs from 1994–96 identified those colleges and universities that were working with CDCs. Information on a total of 32 schools, of which 18 completed surveys, was collected. Based on this information, at least

21 schools that work with CDCs were identified. In addition, 10 CDCs were interviewed in person or by phone. Site visits to Clark University, Trinity College, Yale University, and Portland State University provided opportunities to gather more detailed information on different types of partnerships and projects.

Second, information came directly from OUP, including access to COPC/JCD files, publications of case studies and current practices in community partnerships, and personal feedback. Third, information came from university Internet Web sites and conference papers and articles, especially from the journal *Metropolitan Universities* and from *Starting a CDC: A Handbook for Historically Black Colleges and Universities.*

This handbook has seven principal sections. The first section defines and discusses community development and CDCs. The second section identifies the nature and complexities of higher education-community development partnerships and the lessons learned from these partnerships. The third section considers the role and experience of colleges and universities in creating new CDCs. The fourth section identifies ways in which universities can support and strengthen new or existing CDCs. The fifth section discusses university-CDC partnerships for affordable housing, commercial real estate, and other forms of physical development in neighborhoods. The sixth section examines the role of higher education institutions for working with CDCs in community economic development, focusing on ways to work together to increase employment of residents in sustainable jobs that pay family-supporting wages. The final section presents conclusions. The appendix provides definitions, an explanation of the procedures involved in incorporating a CDC, and a list of board responsibilities.

Although this handbook focuses on the community development roles of institutions of higher education, much of the information is relevant to other large institutions, such as healthcare systems, whose considerable economic, intellectual, and community leadership resources can aid community-based development.

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Community Development and CDCs

In general, community development is a process of improving low- and moderate-income neighborhoods for the benefit of, and under the direction of, the residents of that neighborhood. This process strives to be sustainable, socially just, and comprehensive, encompassing a variety of activities such as neighborhood planning, affordable housing, commercial and real estate development, physical revitalization, industrial development, employment and training, job creation, education, leadership development, and community building.

The community development process is characterized by concerns about capacity, community, and control:

Capacity. Community development organizations seek to develop the human, economic, organizational, physical, and environmental capacity or assets of a neighborhood. This capacity includes individual skills, knowledge, health, and well-being; the ability of businesses to produce and share needed goods and services; the strength of community social and civic organizations that serve residents; and the condition of the housing, infrastructure, and built and natural environments of a neighborhood.

Community. Community includes an existing network of personal and institutional connections and relationships by which residents develop relationships, a common sense of identification, and support of and from others in their neighborhood.

Control. The community development process is planned, designed, implemented, and evaluated by residents, either directly or through their participation in development organizations that are accountable to them.

Community Development Corporations

The CDC is a critical player in the community development process. CDCs and similar organizations are:

- Place-based, nonprofit organizations that bring together concerned citizens, businesses, and government and other institutions to direct improvement in a geographically defined low- and moderate-income neighborhood or other area for the benefit of the residents.

- Community-controlled through resident membership in the organization or on the governing board, which emphasizes self-help and promotes self-reliance, offering residents opportunities to exercise greater control over the local economy and to improve the quality of life in their neighborhood.

- Holistic entities that recognize the comprehensive nature of community development and engage in interrelated activities such as neighborhood planning, physical development and revitalization, community economic development, leadership development, and community building.

CDC activities help to channel investment into neighborhoods in which traditional development financing has been severely limited and to link neighborhood residents with employment opportunities outside the neighborhood. CDC programs emphasize self-help and promote self-reliance by offering their constituents opportunities to exercise greater control over the economy and improve the quality of life in the neighborhood. Community development organizations that have these characteristics and engage in the following types of activities, whether called CDCs or not, have grown in importance in this country since their
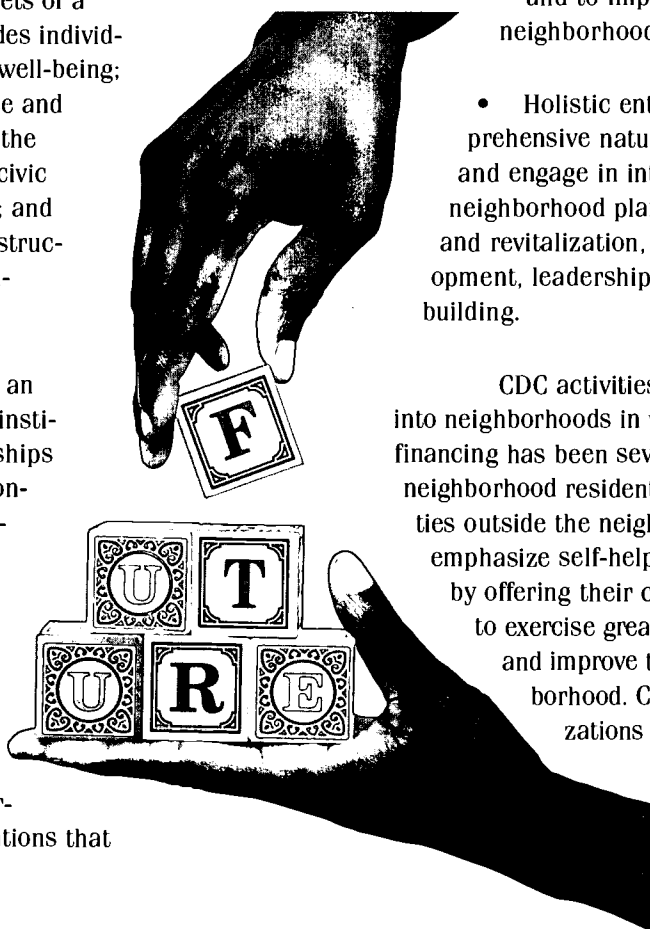
formal introduction in the 1960s. CDCs undertake a wide range of activities, such as:

- Initiation and review of neighborhood planning.

- Rehabilitation and construction of affordable housing.

- Renovation and development of commercial and industrial properties.

- Assistance to small businesses, local entrepreneurs, and microbusinesses.

- Creation and retention of jobs.

- Job training and job referrals for area residents.

- Neighborhood beautification and enhancement of amenities.

- Educational and recreational programs for youth.

- Community arts and cultural events.

- Advocacy for improved services and public and private investment.

- Leadership development.

Housing development and job creation are the most typical and visible CDC activities. Many CDCs are engaged in the rehabilitation and construction of affordable housing to enable low- and moderate-income residents to own their own homes or to find safe, decent places to rent. Such residential development can reverse neighborhood decline and stabilize local property values. CDCs also undertake commercial and industrial real estate development to encourage reinvestment in low- and moderate-income areas and to provide facilities for job-generating enterprises. To ensure that local residents benefit from reinvestment efforts, CDCs may offer assistance to local businesses and entrepreneurs and/or provide job training.

CDC work goes beyond bricks and mortar to develop human capacity in poor neighborhoods. By increasing people's skills and know-how through leadership development, CDCs help their neighborhoods become vital and better able to respond to challenges. They also work to create a stronger sense of community identity and inclusion through a variety of social and educational programs that they may offer directly to residents or broker services of other organizations.

The structure of each CDC may be uniquely adapted to local circumstances. Nevertheless, CDCs share common principles:

- Comprehensive visions for community renewal by enlisting the support of other organizations and institutions in collective solutions.

- A focus on building and investing in a community's assets—both physical and human.

- Empowerment of neighborhood residents by developing their skills and leadership and by offering opportunities for participation in community self-determination.

- An emphasis on self-help.

The CDC Track Record[4]

By 1995 more than 2,000 CDCs were operating in the United States. The data show that 95 percent of cities with more than 100,000 population have one or more CDCs, and CDCs operate in smaller cities and rural areas as well. Due to a number of factors, there is considerable variation in the number and capacity of CDCs by location. For example, "Boston and Chicago are well-known for their strong neighborhoods and active CDCs; more common are cities like New Orleans and Detroit where community-based development has only recently begun to take hold."[5]

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Most CDCs (90 percent) engage in the development of affordable housing. From 1960 to 1990, CDCs produced an estimated 14 percent of all federally subsidized housing units (excluding public housing). By 1993 CDCs had produced a total of 400,000 units.[6]

CDCs also engage in community improvement and community-building activities. Two-thirds of them do some advocacy and organizing; more than 60 percent provide some types of human services; 18 percent are involved in commercial and industrial real estate development; and 23 percent provide small-business lending or engage in other business development and support activities.[7]

An institutional support system is evolving for CDCs. Specific groups assisting any individual CDC may vary substantially in number and in the level and type of support they provide. At the local level, this support most often comes from local government, other community nonprofits, community foundations, and major institutions such as universities, hospitals, and corporations. In several cities, collaboratives exist that bring together local foundations, financial institutions, corporations, and local government to build CDC capacity more systematically and provide it operating support, training,

and technical assistance.[8] State government agencies for community, economic, and human development also provide support to CDCs, as do Federal agencies such as HUD, U.S. Health and Human Services' (HHS') Office of Community Services, U.S. Department of Agriculture (USDA), and others.

National nonprofit intermediary organizations, including the Neighborhood Reinvestment Corporation, Local Initiatives Support Corporation, the Enterprise Foundation,[9] and Seedco play key roles in the CDC support system. These organizations have helped raise public awareness about CDCs, enabled CDCs to tap greater levels of corporate and philanthropic support, and influenced public policy to increase the involvement of CDCs in neighborhood development.

CDCs are important vehicles for neighborhood development and as such are obvious partners for institutions of higher education that seek to participate in the revitalization of their communities. Likewise, institutions of higher education offer unique resources that can enhance the capacity and potential of CDCs to undertake the daunting challenges of rebuilding distressed neighborhoods. The following section describes some of the lessons of successful university-CDC partnerships.

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Partnership Lessons

CDCs seek to build networks of neighborhood stakeholders and to develop partnerships to affect positive change. Partnerships between CDCs and colleges and universities are one type of partnership—one that is growing in importance. This section presents the benefits of higher education-CDC partnerships and, from the characteristics of successful partnerships, describes some of the lessons of these experiences, primarily in COPC/JCD sites.

What Is a Successful Partnership?

Successful higher education-CDC partnerships make important contributions to community development, meet the organizational needs of all partners in the process, and promote institutional change.[10]

Successful partnerships provide positive community outcomes—be they improved health, education, housing, infrastructure, or incomes of local residents—with the particular outcomes depending on the purpose of the partnership. Many community outcomes sought by higher education-CDC partnerships are discussed in later sections of this manual.

Successful partnerships provide positive organizational returns to all partners in addition to receiving direct benefits from improvements in the larger community. These organizational benefits include strengthened financial, human, and organizational capacity of community groups and educational institutions and support for goals other than community development, such as enhanced education and research in participating colleges or universities.

Finally, **successful partnerships change and strengthen the partnership** itself, increasing the capacity for the parties to work together effectively in the future with greater trust and mutual respect among partners and more sharing of resources and project ownership.
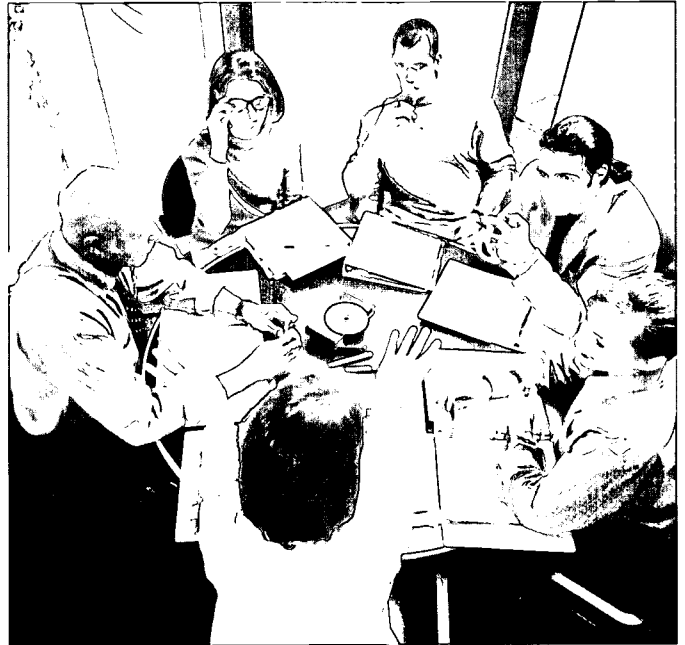
Benefits of Partnership

Why be in a partnership? What do partnerships provide to the participants? While the benefits gained by each partner vary, the types of assistance can be described in general as information; **human, physical, and financial resources; and political support, influence, and protection.**

Information. Information is seen, especially by higher education personnel, as the principal benefit to CDCs from their partnerships with universities. Pete Saunders of DePaul University's Egan Urban Center suggests that a university outreach center's research is the most valuable tool it can offer a CDC. Feasibility studies and other applied research, which a CDC often lacks the capacity to generate, can provide crucial support for a community's recommendations and add validity to community economic development initiatives.

The information provided can meet a variety of specific needs of CDCs. For example, Cleveland State/Case Western University's COPC's Phil Star writes that CDCs "often have great ideas but need information

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on best practices, model programs, or data for proposals" and that "[CDC] staff and the organizations are often called upon to take on new challenges and need training and assistance with organizational development," so that developing training programs and identifying people who have special expertise can also be a very important contribution of universities. Victor Rubin of the University of California at Berkeley (Bay Area COPC) adds that "CDCs are taking a greater interest in community planning and revitalization, not just project development, and therefore need many of the types of skills the university can assist with."

Besides providing specific kinds of information, universities can raise new possibilities or encourage new ways of framing issues for CDCs. For example, Denise Fairchild, of the Los Angeles Trade Technical College COPC, points out that colleges and universities have the ability to broaden the thinking and area of work/involvement of CDCs...to help diversify CDC portfolios beyond housing and real estate to other essential community building and economic development activities. "Colleges and universities can bring new information, skills, financial resources and opportunities to CDCs," says Fairchild.

Not only are the research results important to CDCs, but so is the knowledge of the research process itself, according to Philip Nyden and his coauthors of **Building Community: Social Science in Action**. They write, "For the community, [CDC participation with universities in research] builds new understandings and control over the policy research process.... Community leaders not only gain new knowledge about specific issues, but they come to understand the research process more clearly. They understand what they can do for themselves and how to establish relationships with university researchers as partners rather than controllers of research and knowledge. This has a democratizing effect on the production of new knowledge inside and outside the university."[11]

The informational gains flowing the other way, from CDCs and the community to colleges and universities, can also be substantial. Collaboration is a great educational medium. It gets all participants to immerse themselves in a world full of new alliances and competing interest groups, to gain fresh perspectives and develop a broader view of society. University faculty find this and the practical use made of their research both personally and professionally rewarding. As Nyden and his coauthors write, "We all want to see that our life's work has an impact on the world around us. In collaborative projects, university faculty are not only producing a new generation of researchers and practitioners who understand the advantages of collaboration, but are helping communities to build a capacity to control their own destiny."[12]

Resources. The provision of human, physical, and financial resources is another important benefit of CDC partnerships with institutions of higher education. This results largely from the provision of personnel directly (for example, individuals from one partner helping as staff or board members of the other) or indirectly (providing the funding to employ more staff) and the provision of grants, loans, and other financial resources. The transfer of physical resources such as land or facilities is possible although much less common in university-CDC partnerships.

CDCs reported substantial benefits from the financial and human resources made available through university-CDC partnerships. For example, Roger White, vice president for the Titusville Development Corporation, said of the help the CDC received from the University of Alabama at Birmingham COPC that "university support has enabled the CDC to address issues that the CDC had identified but had not had funding to implement, for example, school and health issues. The university provided the resources to accomplish these projects."

Resources—especially the human assistance—flow both ways. Colleges and universities gain from community development partnerships when the neighborhood comes into the university as well as when faculty, staff, and students go out into the neighborhood. Community residents and CDC staff and board members contribute as classroom speakers, as panel participants, as student and faculty mentors, and as members of advisory

committees or joint task forces. For example, David Walker (Near West Side CDC) reports, "As part of the funding we have representatives from the university on our loan committee for housing funds and on our economic development committee. We also have community representatives on the university steering committee for the Great Cities program."

Influence. Finally there is the use of the college or community organization's political power, influence, or protection. Sheila Perkins, executive director of West Humbolt Park Development Council in Chicago, described an example of direct influence that aided her organization:

> We set up a partners advisory committee with the bank and DePaul University. We said that partnership includes money but it goes beyond money. We want you to help us to improve the credibility/visibility and access of the CDC. Help us to get in to see the Commissioner of Planning. They did; the top level folks helped set up a meeting with the Commissioner, which allowed us to clear the name of the organization (the city was linking us with an unsavory group) and led to the city's sanctioning our land-use plan for the area and designating us as an urban development area and a tax incentive financing district.

There are other ways the university's role in the larger community can help CDCs. For example, Star points out that "some problems are larger than an individual organization. Universities can be a neutral place to bring groups together and can assist in program development that addresses a community issue affecting many neighborhoods or using technology to increase productivity." Fairchild adds that "colleges may be ideally suited for arranging cross-sector collaborations," bringing together government and nonprofit and for-profit organizations. And Walker discusses how the university can be used to lend credibility to the CDC. "Although we are not using the university for technical assistance, it looks good when we collaborate with the university and it helps us to get funding from other sources. It shows that we can get along with others, and I hate to say it, but it legitimizes the CDC efforts since CDCs are perceived by others to need help," he says.

Again, the political influence and credibility flow both ways. Larry Bell, the executive director of the West Philadelphia Partnership, describing the working relationship of his CDC with the University of Pennsylvania COPC, says, "The partnership is a two-way street. It is hard for them to go to the community directly. We're a buffer, we bring other resources and players to the table and we are the one that enables the university to work with others in the community." Connections to community organizations can help give credibility to the university in its dealings with foundations and local government, and community support may be critical when the university seeks changes, for example, in zoning or building regulations.

Characteristics of Successful Partnerships

While the exchange of information, resources, and influence can benefit all participants in a partnership and contribute to successful joint community development projects, these organizational benefits and community outcomes are not at all automatic. They require a particular kind of partnership—**one where all partners share a common vision and approach to community development** and collaborative efforts and have developed healthy working relationships, clarity about mutual interests and roles, and the commitment and organization needed to work together effectively long term.

This vision of a successful partnership has many elements or principles. Drawing on lessons from successful COPC/JCD partnerships[13] and from the experience of others involved in community development collaboratives,[14] successful long-term higher education-CDC partnerships include:

- A shared underlying philosophy of community development.

- A process of collaboration that embodies this shared philosophy of community development.

- A working relationship among partners that over-comes power, cultural, racial, class, and economic differences.

- Recognition and satisfaction of the mutual inter-ests of all partners.

- Balancing of advocacy, organizing, and political roles of partners.

- Institutional commitment and leadership involve-ment of all partners.

- Appropriate organization to best achieve the purposes of the partnership.

- Long-term and patient relationships that have institutional continuity.

The following describes each of these lessons in more detail.

A Shared Underlying Philosophy of Community Development

Higher education partnerships with CDCs aim to enhance the quality of life of the residents in a specific neighbor-hood or other geographic area. Consequently, partnership success requires that both partners share essentially the same philosophy of the nature of community develop-ment. That philosophy defines broadly what they are trying to achieve together for that community and the principles of how they will work together in pursuit of those outcomes. An essential principle is that communi-ties exercise self-determination for planning their futures.

Institutions collaborating with CDCs need to understand how these organizations define community development and be prepared to engage with them in developing a shared view of development goals and pro-cess. Even if the partnership only encompasses a single project, the planning, design, implementation, and eval-uation of that project needs to be done in a way that supports the larger vision and process of community development.

Steve Teasdale, executive director of Main South CDC in Worcester, Massachusetts, puts it this way: "An essential step in any partnership is to establish a dia-logue that includes broad community participation. This dialogue should establish what the shared goals and vision for the community are. It is vital that the univer-sity approach this dialogue from the perspective that the university is part of the community rather than the community."

It is clear that Clark University has embraced this approach to its partnership and shares a vision of community development with its partners. Speaking for the university, Jack Foley says, "It has to be a neighborhood-based strategy, from the bottom up as opposed to the top down. I think that we've seen in the past that top-down strategies have not worked. This is really coming from the community and the community is Clark, our neighbors, and the business people along here. If it really comes from, and is supported by, the community, then it more likely will have support from the business community and the government community."

An example of where the college or university and CDC visions of community development can merge is in the interpretation given to the idea of "community ser-vice learning." A university that shares the CDC view of community development, stressing the development of local capacity and valuing the community's say in the process, would work with the CDC to determine what types of student learning activities would be most con-sistent with those goals. Rather than assuming that the provision of any services to the community would be seen as beneficial and seeing the community principally as a laboratory to enhance the education of students, this university would pay more attention to the nature of the services provided, how they were agreed to, whom they benefited, and whether or not they contributed to the overall development of capacity or assets in the community.

If the educational institution and a CDC oper-ate with a shared philosophy of community development, it is much more likely that the partnership they fashion together will be successful. This vision should shape all elements of the partnership.

An Approach to Collaboration That Reflects a Shared Philosophy

A characteristic of successful partnerships is a collaborative process that is consistent with their shared philosophy of community development. The most common feature of this understanding is what it says about the relationship between the partners (and their constituencies). This is a particularly important understanding to have worked out when there are significant power or resource differences between the parties, as commonly found in institution of higher education-CDC partnerships. It also is a test of the commitment of partners to their shared vision of community development goals and process.

Forms of Partnerships. The relationship between higher education institutions and CDCs may take many forms but experience shows that only some forms will be successful over the long term. To illustrate what forms these partnerships have taken and their potential for long-term success consider the following spectrum of relationships:

First, there is what might be called, in the starkest terms, a paternalistic/theory testing relationship in which the university poses both the questions and the tentative answers, and then uses the community as a laboratory to test its theories. The university may use the community principally to educate its students—to help them learn about the real world.

That community people might find this relationship exploitative should not be surprising. As Walker put it when offering advice to other CDCs considering working with universities, "Don't let the university use the community as a microscope for study. It is not fair to the community or to the students. [It is a bad lesson] to identify problems but not work to correct those problems." Perkins puts it another way, "The university attitude is only that they can come in and fix it. They don't understand the community issues or problems." Or, in different words, Sheila Shanklin, board member of the Greater Dwight Development Corporation (GDDC) in New Haven suggests that "the university feels it knows what's best for us, but the community may see it differently. We need to ask how many of them live in our community."

Second, there is the professional/expertise model of partnership, in which the community as well as the university can pose the questions, but the university provides the answers and sees itself as the principal source of the knowledge needed to answer questions. This model obviously can be helpful to community people under certain circumstances, but it still has a one-way, traditional teacher-student tone to it that is not a satisfactory basis for a long-term relationship.

A more community-oriented version of the professional/expertise model is the university as your resource model. Under this approach the university still has the answers but sees itself as subservient to the community's needs, available to help as needed but not to set the agenda. While community organizations may see educational institutions in this role as an improvement, this approach may lack the acknowledgment of mutuality of interests needed for a successful long-term relationship.

Finally, there is the empowerment or capacity-building model. This model emphasizes the building of the power and capacity of local community organizations and residents to formulate and carry out their own planning, research, and implementation. College and university personnel work alongside, gaining as well from the collaboration (building their capacity to work with and learn from the community).[15]

Success of the Empowerment or Capacity-Building Approach. Lessons from partnerships, from both the higher education and CDC perspective, support the empowerment/capacity building approach as the most effective and most likely to succeed in the long run. Michael Casto of the Ohio State University COPC stresses the need to "listen more carefully to residents; not assume they want or need our expertise." Linda Lorimer, who oversees Yale University's Office of New Haven Affairs, argues for the development of true partnerships with the community—not the university's doing things for

(rather than with) the community or just passively pro-
viding technical assistance. Shanklin underscores this
point, "I don't want the university telling me what works
or doesn't; I want to work together with the university to
find out."

Besides working with and listening to community
organizations, this approach assumes considerable com-
munity control over the process. For example, Saunders
notes that "We have learned that the community should
guide us through this process and that the university
must be responsive and flexible to community needs.
Antagonism can develop if it appears the university is
providing too much direction in the community." Larry
Keating at the Georgia Tech-Georgia State University
Community Design Center of Atlanta COPC refers
to this approach as one that emphasizes "indigenous
self-determination."

Ken Reardon, of the University of Illinois at
Urbana Champaign COPC, in describing the University's
experience working in East St. Louis, makes the case for
the empowerment model even more forcefully. He writes
that the empowerment model is an "alternative to the
'professional-expert' model of community consultation,
which frequently restricts resident involvement to an
advise-and-consent role late in the planning process—
the 'empowerment' model of community planning and
design...integrates the values and practices of participa-
tory action research, direct action organizing, and
education for critical consciousness into each step of
the planning process to build the research, planning,
and development capacity of local organizations."[16]

Reardon describes how the faculty "ceased
treating local residents as mere research 'objects' by
involving them as co-investigators, coplanners and code-
signers at each step of the research process...and looked
for opportunities to work with local residents in imple-
menting the suggestions and recommendations emerging
from the planning process."

While successful partnerships can be developed
around the professional-expertise model, these are most
likely to be project specific and short term; successful,

longer term, and more comprehensive partnerships
require a shared understanding and commitment to the
empowerment/capacity building framework for collaboration.

A Working Relationship That Overcomes Power, Cultural, Racial, Class, and Economic Differences

Successful higher education-community development
partnerships overcome what may be extremely formi-
dable obstacles to working together.

Representatives from higher education institu-
tions and their surrounding neighborhoods often come
from two different worlds and two different cultures,
classically the town and gown. Each may have different
perceptions of themselves, different attitudes toward
the locality and each other, and embody differences in
power, race, class, formal education, and other charac-
teristics that make understanding one another even more
difficult.[17]

There also may be a pattern or history of a uni-
versity's indifference to, or even a negative impact on,
its neighboring community that hinders effective working
relationships. Lorimer refers to "generations of suspi-
ciousness" that need to be recognized in the development
of genuine partnerships.

Perkins describes these differences clearly:
"When the university was getting ready to enter the com-
munity it had a preconceived notion that the community
knows nothing and they know it all...the whole academic
attitude. There was this whole white population converg-
ing on a Black community. And it used demeaning names
for its programs, like 'urban plunge.' In my opinion, there
need to be stronger links to the community.... The com-
munity has traditionally not been part of the university.
It is the blending of two cultures and two populations
that never mix."

The size, resource, and power differences among
partnerships also impact their working relationship.
Community partners worry about this difference, as Linda
Townsend-Maier, board chair of GDDC in New Haven,
noted: "When you are a small group working with a big

organization you think has its own agenda, it's like dealing with a giant. You may be intimidated but you have to stick to your convictions."

Reardon provides additional information on the obstacles universities face in working with the community. He reports the results of interviews of community leaders in East St. Louis who characterized university-based planners and designers as carpetbaggers. He widely criticized the quality and relevance of their past studies, challenged the methods used by consultants that often ignored much of the knowledge of local residents, and questioned the university's commitment to help implement recommendations.[18]

Bridging these two worlds and building respectful long-term working relationships may be a very demanding task. Here are some steps some partnerships have taken.

Two-Way Education. Perkins offers one approach. "They [university people] need to be trained how to work with the community...[and] they need to train the people they work with [in the university]." This education needs to go the other way as well, training the community how to use the university more effectively.

The Trinity Center for Neighborhoods (TCN) includes staff with direct experience in the nearby neighborhoods and expertise in community organizing and leadership development. These staff offer a class for students doing internships with neighborhood organizations. The class provides students with basic knowledge about community organizations and principles of community organizing, assistance in defining and carrying out the internships, and regular opportunities for interns to meet together to share and reflect on their experiences.

"New Haven 101" is a lecture/discussion class offered at Yale University that is taken by both students and community people, has discussion sections organized by the neighborhood, and involves student projects that are related to neighborhood or city needs. Several community people indicated they would like to see a parallel class, "Yale 101."

Sensitive Bridge People. Effective higher education-CDC partnerships require special individuals and mechanisms to bridge the two worlds. Hunter College established multidisciplinary teams to do this work. They found individuals who could help bridge the university and the community, especially people who have worked in both settings. Others argue for the use of "a community organizer to find out what people in the communities are interested in and how this might match the interest and expertise of interested academics—this is a kind of matchmaker role."[19]

College staff, acting as sensitive intermediaries between the college and the community, facilitate meetings of Trinity College faculty and community groups working out applied research topics, and help resolve issues of timing and relevance. As Trinity's Maria Simao, director of TCN, puts it, "There's often a big gap between what the faculty feels is interesting and what the community feels is useful." TCN staff, along with two faculty research coordinators with community experience, strive to bridge this gap.

Two-Way Communication and Effective Responses. When universities do not listen to the neighborhood, local leaders lose interest in the university partnership and withdraw. Pat Rumer of the Portland State University COPC noted that it is important to elicit a sense of mutual ownership of partnership initiatives by seeking feedback from the community and by providing services that respond to those suggestions. These feedback processes need to be made into systems. For example, the experiences of Policy Research Action Group (PRAG) in Chicago and Neighborhood Planning for Community Revitalization (NPCR) in the Twin Cities in developing a process for identifying and meeting community needs for research suggest that systems can be put in place to create a continuing two-way flow of information.

Fairness and Clarity Around Resource Sharing. When there is a perception that the community and university are competing for the same scarce resources or that the university is not applying partnership funds to community-identified needs, the gap between higher education and the CDC widens. A number of CDCs expressed frustration

that they are asked to provide support to universities seeking grants for community partnerships but often do not see the resulting funds reaching the neighborhoods. Diane Meisenhelter of the Sabin CDC in Portland, Oregon, suggested that universities typically want to use grant funds to support what they are already doing rather than tailor their services to what community representatives advise.

Keeping One's Distance. Too close an association between a CDC and a university can be perceived as a problem if it undermines the credibility of the CDC as an independent voice for the residents. The experience of GDDC in New Haven illustrates this issue, as Townsend-Maier reported, "Working with Yale you can become a victim of their reputation. Others assume that Yale is initiating everything (even though they only have two seats on the board). We have demonstrated our independence by getting our attorney to change the Dwight Fund from an independent fund to a subsidiary of the CDC. We also are working on our own supermarket project, entirely free of Yale funding. When the city was determining who got Community Development Block Grant (CDBG) funds, they initially left GDDC out, treating us like the "Yale CDC," thinking that Yale would continue to provide us with funds. We organized neighborhood residents and went to the city and straightened them out. We got the CDBG money."

Experience Working Together. According to Guerrero and Wiewel, long-term comprehensive partnerships contain forces that enhance their success. They write, "The development of multiple projects and multiple points of contact increases the chances of success and also enables the partnership to withstand slowdowns or setbacks on particular projects."[20]

Recognition and Satisfaction of Mutual Interests

An essential ingredient in successful partnerships is the recognition that both parties need to benefit from working together. This means that the interest of different parties and what each party brings to the partnership need to be clear, acknowledged, and valued by the partnership. As Perkins puts it, "When the partnership is formed the parties should be clear about what they need

out of the arrangement. If they need credit, then they should be clear and we'll help them get it appropriately. We both need to get credit; we need it and they need it."

Martin Adams of the University of Illinois at Chicago COPC highlights this ingredient of successful partnerships when he writes "our relationship with Near West Side CDC has been handled in a very business-like fashion, with the two entities focused on their own specific agendas and interacting on common areas where the two agendas coincide. There have been some testy moments and also some very pleasant and cooperative moments."

The assurance of mutual benefits often requires carefully crafted agreements. For example, Rubin stresses the need for clear and shared agreements with the community. When he describes the relationship of the universities involved in the San Francisco Bay Area COPC with their local CDCs, he emphasizes the development of "work agreements between the university, CDC, and the student for each individual project; workplans and timelines among partners on joint organizational projects; [and] subcontracts for distribution of HUD grant resources."

Not only should the mutual interests be clear and acknowledged, but areas where interests are in conflict need to be known as well. The partners may have some interests that conflict or may not be served by this particular collaboration, yet still be able to work together where they have mutual interests. According to Guerrero and Wiewel, discussing their partnership, "staff felt that institutional disagreement in one area did not preclude cooperation in another."[21]

A Balance of Advocacy, Organizing, and Political Roles

An empowerment relationship between higher education and community development organizations can be built on a fuller sharing of knowledge and closer working together in the planning process. It also can, as Reardon suggests, involve faculty and students in an advocacy or community organizing role. He writes, "Faculty were also

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acutely aware of the power which [city and county political organizations] wielded in the community...and decided to use...research activities...to build the membership base of the neighborhood organizations with which they were working...[help] identify potential new leaders... [and] develop the[ir] leadership skills.

Jerry Lieberman, Director of the Florida COPC at the University of South Florida, argues that universities must engage in outreach through advocacy by incorporating community revitalization into their core mission. He notes that "universities that agree to an advocacy mission must be clear that the objective is to facilitate the productive interaction between the CBO [community-based organization] and other resources that exist or could be available to residents served by the CBO." He calls for defining community outreach for universities to include activities to build the capacity of CDCs.[22]

An alternative to direct university involvement in political activity is suggested by Keating, who argues for "a nearly continuous subdivision of responsibilities which reserved political action and advocacy to neighborhood leadership and technical assistance and analysis to the academic/community-based Community Design Center of Atlanta."[23]

This ability to separate analysis and its effects on politics, however, is not easy. Simao described how a Trinity-sponsored research paper on the business climate in New Britain, Connecticut, that listed racism as a factor deterring other businesses from coming to the area, was met with severe criticism from some business quarters (some aimed at the college). After the study's release, there were large demonstrations by minority organizations, and eventually, the creation of a new Puerto Rican organization and the emergence of several Puerto Rican candidates who ran for city office. Pressures brought on the college, however, were muted by the veracity of the study and its methods, and by the fact that the neighborhood client who commissioned the study, not the college, was the organization that actively promoted its findings.

Institutional Commitment and Leadership—Involvement of All Partners

Successful community development partnerships involve a clear commitment from the leadership of both the university and CDC partners and the active participation of all the key players—faculty, administration, CDC staff and board, students—needed for this particular partnership. This level of commitment requires that higher education institutions recognize that the benefits of such partnerships to their research, educational, and service goals are so substantial that community involvement and development becomes part of their missions. CDCs also need to recognize how their missions are enhanced by serious support and involvement of educational and other institutions.

Often the success of a partnership stems from the personal commitment of a key university official, faculty member, or CDC leader. The president of Clark University, Richard Traina, not only has moved into the neighborhood but often hosts neighborhood crime watches, for example. White reports that:

What made the [University of Alabama at Birmingham] interested in working with the CDC? The former president, Dr. McCallum, took a personal interest; he was personally involved in neighborhood meetings and in community and social events. His instruction to others in the university was critical for the degree of involvement required. Only if it came from the top would it be possible to get a big university activated, and no one but the president can get people across departments to work together with the community.

Bell commented on what worked best in their partnership with the University of Pennsylvania and what advice he had for other CDCs working with universities:

I've been here for 3 years, but I have seen that leadership makes a big difference and that has changed with the current president. Before, it was not as

good although the president before that was more available. I now have direct lines of access to the president and the executive vice president—that is the number one issue.... Get the top level brought in; otherwise you are not a priority. Make sure it is a two-sided relationship.

Having a key faculty member or members who are motivated and committed to the community is also very important to successful partnerships. They make the links to the courses, design field studies, conduct research, inspire students, and offer training that is relevant and sensitive to community needs. Faculty leadership was essential, for example, for the original concept and sustaining of the East St. Louis Action Research Project by the University of Illinois at Urbana-Champaign.

The commitment of individuals alone, regardless of their level in the organization, is not enough. University support for community development has to be real and comprehensive and go beyond the values and commitment of individuals. To work effectively in community development partnerships, universities need to create and implement mission statements, educational policies, organizational structures, and reward systems that support faculty, staff, and student involvement in interdisciplinary applied research and community service.

This commitment to community development needs to be embodied in the educational mission of the university. For example, Judith Ramaley, past president of Portland State University (PSU) in Oregon, worked to build a university commitment to community development directly into the curriculum. PSU instituted a community-based curriculum with an educational program that requires all students to spend time working in the community as part of their education.

This commitment also needs to shape, for example, faculty, staff, and student reward systems. Without a clear priority for community service and applied research in the guidelines that are used in tenure and promotion decisions, nontenured faculty would be ill-advised to stray from their conventional classroom teaching and research for publication in academic journals. Similarly, students,

with a variety of demands on their time, might not get involved with local community organizations unless it is part of the college's educational requirements and supported with appropriate faculty teaching and research incentives.

Tim Barnekov, director of the Center for Community Development at the University of Delaware, writes about their Professional Career Model which has encouraged and supported faculty and staff involvement in a wide range of community educational, service, and research activities:

• It applies to all of our degree programs.

• It provides a mechanism to reward professionals who are helping to integrate research, service, and graduate education—the professional staff has the largest responsibility for maintaining continuity in our outreach work.

• Professionals with a secondary faculty appointment play a major role in our academic program both in formal teaching and supervising graduate research.

• Everyone is on an 11-month contract, including tenure line faculty—this type of contract reflects participation on applied research and service projects.

• The promotion and tenure guidelines for faculty reward participation in public service, even making it possible to reach full professor with public service as the area of distinction.

• The applied research and service centers provide platforms that encourage and support faculty, staff, and students working on projects in the community.

• Our budgetary system, called a clearinghouse account, allows us great flexibility in our use of resources and creates advantages with regard to

our ability to leverage a variety of external sources of support.

Barnekov concludes that "these mechanisms, which we have developed over the past 30 years, have enabled us to integrate [applied] research and [community and professional] service into the educational mission of the university perhaps more than any other university unit in the country."

These changes in educational goals and reward systems reinforce one another. For example, the University of Massachusetts at Lowell gives faculty members release time to develop courses in which student teams respond to community requests for assistance through partnerships with community organizations.

To institutionalize higher education-community partnerships, leadership for university community outreach needs to be translated into a commitment to community development that pervades the entire university—its people, goals, structures, process, and culture. For example, Brian Maddox, program administrator for Main South CDC in Worcester, Massachusetts, comments on the transformation he has observed at Clark University: "I remember Clark as a kid living in the neighborhood, feeling that I was not wanted on campus. Now the campus feels much more open and welcoming to neighborhood people." Of his current work with the University, Maddox says, "I have contact with many departments on campus—the president's office, accounting, the athletic department, food services, faculty working with interns—and everyone seems to know of our CDC and our program with Clark, and they all are very helpful."

Appropriate Organization to Achieve the Purposes of the Partnership

Higher education-CDC partnerships are effective when they are designed carefully to fulfill the purpose of the specific partnership. This means, for example, including all of the stakeholders who are key to achieving that purpose, encompassing an interdisciplinary approach where that is essential, providing partners with political protection if that is an issue, and having a clear shared understanding of how policies will be established and

decisions will be made. To the extent possible, the way a partnership is organized should be consistent with the other principles of successful partnerships.

When organizing a partnership, members need to consider some important realities. First, it is hard to picture a CDC with 10 staff members and a half-million dollar budget in a true partnership with a State university that has hundreds or thousands of staff and students, and a multimillion dollar budget. Given the substantial size and resource differences between institutions of higher education and CDCs, how the university organizes itself for its community partnership is an important question. Organizing in such a way that one or more parts of the college or university are working with one or more CDCs, with all parties bringing important financial, human, and/or political resources to the table, may be one way to balance some of these scale and resource differences.

A second difficulty in structuring higher education-CDC partnerships stems from the fact that most colleges and universities are currently organized along departmental lines reflecting academic disciplines like economics, sociology, psychology, and biology. This way of organizing may often run counter to the interdisciplinary nature of the problems faced in communities that require the integration of a wide range of tools, knowledge, and perspectives for their solution. It helps when universities have professional schools like business, law, planning, and architecture, but these too are often separate and not in touch with one another.

CDCs are not immune to this problem, as often their small staffs have experience and expertise in only one aspect of community development (like affordable housing) when the problems they may face require comprehensive solutions involving community organizing, social services, physical and housing development, employment training, and job creation.

Organizing to encompass these varying dimensions may require the development or utilization of an interdisciplinary program or center, the expansion of CDC capacity to fill in gaps, and/or the involvement of

other organizations to bring needed skills and resources to the partnership.

Finally, the scope, complexity, and/or resource needs of particular partnerships may vary so that more narrow-purpose collaborations may be able to use existing higher education organizational structures while more comprehensive partnerships may require that more complex structures be developed.

Information from COPC/JCD colleges, universities, and others[24] suggests that there are at least five principal ways universities organize to work with CDCs on community development:

* Centralized at the senior level.

* Decentralized to the department level.

* Within interdisciplinary centers or schools.

* In a separate nonprofit organization.

* In collaboratives with other colleges/universities.

The collaborative form can be used with any of the other ways of organizing.

Centralized at the Senior Level. When the top university administration takes the leadership and strongly supports community involvement and the allocation of university resources, the president's office may be the appropriate coordinator of community service and development efforts, working with the relevant academic departments or centers and community groups as needed. Such an approach is the most likely method to infuse a commitment to community development throughout the college or university. Examples of this approach include commitments at the following universities.

At Clark University, the president's office is the focal point for university planning and programs for neighborhood development. The Main South CDC works directly with the president's office on development initiatives.

Yale University has brought together a variety of economic development, education and human development, and neighborhood activities into one place, the Office of New Haven Affairs, under the guidance of the vice president/secretary of the university. This office oversees and coordinates the New Haven Initiative with incentives for employee homeownership in New Haven, university purchasing from local suppliers, Yale real estate and housing investment and operations in New Haven, linkages of campus construction to local hiring and apprenticeships, matching alumni skills to local needs, experiments with targeting of regular hiring, and neighborhood programs with CDCs.

Decentralized to the Department Level. When top-level leadership and support do not exist, it may be more strategic for departmental or center activities to keep out of sight, taking advantage of university services and avoiding university overhead and other charges as much as possible. Organizing for community development partnerships at the department level may be appropriate if the purpose of the partnership is single-purposed, department personnel have a strong interest in community development, and/or the department is interdisciplinary.

As an example, the Management and Community Development Institute (MCDI) at Tufts University, which trains community development practitioners, began in the Urban and Environmental Policy Department and survived for several years through volunteered faculty time, free use of some department services, and creative accounting to avoid the overhead contributions the university normally expects from its programs. As it grew in size and financial strength, MCDI moved to the University's Lincoln Filene Center where it fit well with the center's interdisciplinary adult education and community development programs and with its budgeting and fund raising systems. MCDI is now in its 15th year and provides training to about 500 community development practitioners and supporters annually.

Within Interdisciplinary Centers or Schools. This approach is appropriate if the scale and complexity of the community development partnership commitment

goes beyond what departments can handle. In a large university, it may also be a suitable way to implement a senior level of commitment to the partnership. Here are some examples of the use of interdisciplinary centers.

The University of Alabama at Birmingham COPC links three of its campus research centers (Civitan International Research Center, Center for Urban Affairs, and Center for Health Promotion and Disease Prevention) and collaborates with Lawson State College and Miles College, the Titusville Neighborhood Association, and the Titusville Development Corporation, as part of a 10-year partnership with the adjacent neighborhood of Titusville, known as Titusville 2000.

Pratt Institute operates its COPC through its Center for Community and Environmental Development, the Pratt Planning and Architectural Collaborative, and the Graduate Center for Planning and the Environment. This partnership is an integrated program of participatory comprehensive planning with four New York City communities that includes direct technical assistance, training and capacity building, research, and information dissemination aimed at solving specific problems in these communities. Community advisory committees, made up of representatives of community organizations, have been set up in each of the partner communities, building on the strength and momentum of existing civic structures and neighborhood planning efforts wherever possible.

Separate Nonprofit Organization. Another organizational model for partnerships that is effective is to have university and community residents jointly control a separate nonprofit organization.

An example that illustrates this approach is the Community Design Center of Atlanta (CDCA). Keating discusses how this separate nonprofit organization is a channel for community development activities that keeps some distance between the university and community groups.[25] The CDCA was founded in 1977 by Georgia Institute of Technology faculty and students in the graduate program in city planning to provide technical assistance to low-income neighborhoods and nonprofit CDCs—in neighborhood planning, community organization and

development, real estate, architectural design and cost, and related matters—and to do policy research. The 11-person board consists of a 6-seat majority of representatives of low-income community groups. The remaining five seats are shared by the institute, the city of Atlanta, local chapters of planning and architectural professional organizations, and the regional director of the Community Services Administration.

The rationale for this arms-length approach, according to Keating, was that a community-controlled institution had greater potential for building acceptance and trust in low-income communities and would be less likely to be seen as an intruder. The result has been that "over time, the CDCA's relative autonomy from both Georgia Tech's and the city of Atlanta's administrative direction has enhanced the agency's capacity to develop mutually respectful relations with low-income neighborhood and community groups."

Collaboratives With Other Colleges and Universities. This form of organization can be used with any of the organizational forms described above to extend or supplement their higher education–CDC partnerships. These broader collaborations can take various forms.

Trinity College conducts many of its community development activities through a collaborative started in 1977, the Southside Institutions Neighborhood Alliance (SINA), which includes Trinity College, Hartford Hospital, and the Institute for Living. SINA coordinates efforts of its members to target hiring and purchasing and to plan and implement infrastructure development projects. SINA works closely with the Trinity Center for Neighborhoods and Hartford Areas Rally Together, a community organization started in 1975 that represents neighborhoods in South Hartford where Trinity College is located.[26]

PRAG is a collaborative partnership among four universities (Loyola University Chicago, University of Illinois at Chicago, DePaul University, and Chicago State University) and more than 20 community organizations. PRAG consists of Chicago-based academics and community activists who have been building a collaborative research network to better link research and grassroots

activism. PRAG is coordinated by the Loyola University Center for Urban Research and Learning, which serves as PRAG's fiscal agent. PRAG matches researchers with CBOs, develops research apprenticeships within CBOs, encourages undergraduate and graduate students to consider career options in community-based research, funds grassroots policy research projects identified and developed by community organizations, and disseminates research results to policymakers and community activists. All funded research activity must be community-based and funded activities must involve a collaborative process. Researchers and CBOs must work together to identify issues, research methodologies, analyze data, write reports, and develop action plans.

Another collaborative example is the NPCR program in the Twin Cities that provides applied research assistance to neighborhood organizations, usually in the form of a graduate or undergraduate student research assistant for a specified number of hours.[27] Faculty-directed research is available for policy questions of concern across neighborhoods. NPCR is a simple concept: Provide sorely needed research assistance to neighborhood organizations through the abundant academic resources available in the Twin Cities. NPCR benefits from being coordinated by the Center for Urban and Regional Affairs at the University of Minnesota because of its experience with community work and its favorable reputation among community activists. NPCR draws not only on interdisciplinary but also on interinstitutional exchange through a consortium of eight colleges and universities, the Minneapolis Neighborhood Revitalization Program, and Minneapolis community representatives.

Long-Term and Patient Relationships That Have Institutional Continuity

Most successful partnerships take a long time to develop, moving from smaller to larger projects, from a few activities to many, and from distant to more trusting and cooperative forms with time. Casto stresses the need "to develop trust and communication between the university and the community, and between factions in the community. It's a long, slow process. And you need to keep your own house in order."

Several of the COPC/JCD partnerships are extensions of longer term relationships between the university and the community. Examples of longer term higher education-community collaborations include the partnerships between the University of Alabama at Birmingham and Titusville 2000; Clark University and Main South CDC; Georgia Tech and Peoplestown Revitalization Corporation in Atlanta; and University of Pennsylvania and the West Philadelphia Partnership.

This longer term relationship is critical to developing the "collaborative attitude" and "multiple linkages and synergy" that Guerrero and Wiewel feel are critical to making "success happen."[28] For them, the partners have to be willing to employ a cooperative and collaborative strategy together, even though they may be using more confrontational tactics on other fronts, and they have to move their work together to a place where they are engaged in, as quoted before, the "development of multiple projects and multiple points of contact [which] increases the chances of success and also enables the partnership to withstand slowdowns or setbacks on particular projects."

Developing a Successful Collaboration

Developing a successful higher education-CDC partnership requires attention to each of the principles or elements discussed above and taking the actions needed to put them all in place over time. They are not steps to partnership, but rather, interrelated elements that all need to be part of a partnership effort. They are also not all the elements of success but those most reported by COPCs. Other critical elements may arise as these forms of partnership are organized and implemented.

Obstacles to university-CDC partnerships were addressed above and require ongoing education, effort, and change on the part of all parties to establish trust in the relationship. In this process, it is essential that individuals on both sides of the partnership understand each others' motivations and limitations, and that their understanding inform the education occurring both within the university and in the community.

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Role of Colleges and Universities in Creating New Community Development Corporations

*M*any institutions of higher education active in community outreach and renewal have sought out CDCs as partners in their activities and supported CDCs to accomplish their goals for the neighborhood. However, some communities have no organization or mechanism for assuring resident involvement in economic and physical redevelopment. In some places, existing social service agencies or neighborhood associations may have an interest in community development but do not have the capacity or geographic scope to undertake comprehensive development activities. In these cases, institutions concerned with community revitalization have assisted in the formation of new CDCs.

This section describes a process for creating new CDCs. It draws on a Seedco handbook developed specifically for Historically Black Colleges and Universities (HBCUs), although its content is applicable to all higher education institutions.[29] More than 24 HBCUs in 3 States and the District of Columbia have worked with Seedco and community residents to create or strengthen CDCs in their surrounding neighborhoods. With support from Seedco since 1990 and HUD since 1994, many of these HBCUs helped to organize CDCs where there were no CDCs. The process of establishing a CDC can be a time-consuming and demanding organizing effort that cannot be undertaken effectively without the active participation and agreement of community residents. Universities can play effective roles in supporting and facilitating the organizing process and providing technical support and advice in the formative stages.

A CDC organizing effort involves identifying neighborhood leaders who have the trust and confidence of local residents, determining the key issues of concern in the neighborhood, and showing how a CDC could be an effective response. Extensive outreach to the neighborhood through informal consultations, discussions, and community meetings is needed to generate ideas and enthusiasm. An inclusive community process is needed to articulate a vision for the neighborhood and a mission for the CDC. CDCs express a comprehensive vision of a vital neighborhood—not to pursue it all themselves, but to coordinate and complement the activities of other institutions to achieve a better quality of life for area residents.

Universities can support this effort in many ways: by providing leadership and vision and technical assistance in organizational development; by offering meeting space and office support; by paying for materials and graphics; by identifying outside speakers; by convening the relevant players; and by involving students in knocking on doors to talk to community residents and organization members.

The Process for Organizing a CDC

*P*eople organize a CDC to respond to problems in the community that they want to change. Sometimes CDCs are formed in response to a crisis. The energy to start a CDC comes from a shared sense by community residents that change is needed and that it is possible to do something about neighborhood problems. CDCs have broad and long-term goals to reverse decades of decline and improve the local economy. Some of the issues that stimulate the formation of a CDC can include:

- Deterioration of housing.

- Illegal dumping or environmental pollution in the neighborhood.

- Lack of public services in the neighborhood or inequitable access to city services.

- Redlining (the unwillingness of local banks to make loans in the neighborhood).

- Loss of neighborhood stores and shopping areas.

- Relocation of streets or highways and displacement of residents.

- Lack of jobs and high unemployment of neighborhood residents.

- Lack of opportunities for neighborhood children.

- Increased crime.

Although the conditions may have existed for some time, raising neighborhood awareness of the problems and finding people willing to work on solutions is an important first step in organizing a CDC.

GDDC was established to rebuild the social and physical fabric of its neighborhood in New Haven. Yale staff report, "A group of residents and property owners and institutions mobilized in response to illegal dumping and drug selling. They came to feel that they needed an incorporated arm to pursue physical and economic development in the neighborhood." GDDC evolved from a group of resident leaders with assistance and participation by the Yale University COPC, the Hospital of St. Raphael, People's Bank, and other local institutions.

However, the organizing process must be flexible and adapt to local situations and conditions. Some parts of the organizing process go on simultaneously and repeatedly. Community outreach is a continual activity of a CDC and does not come to an end with the first meetings designed to introduce the CDC idea. Collecting information about the neighborhood continues over time. The suggested process for organizing a CDC (described in the next paragraph) is intended to illustrate the activities that are required to assemble the people, organizations, information, and energy needed to establish a CDC.

Form a CDC Planning Committee

If an institution of higher education decides to undertake the creation of a CDC, it needs to find people in the community to involve in an initial organizing or planning committee. Often, the institution may team up with a local social service agency that has recognized the need for change but does not have the capacity for development activities.

For example, the University of Delaware COPC has been active in assisting other community-based nonprofit organizations to develop CDCs. Raheemah Jabbar-Bey, coordinator of training in community-based development, reports that "Delaware is operating at a first-generation level in the field of community-based economic development. The community organizations that have incorporated as CDCs are few in number throughout the State. Community- and neighborhood-based organizations that CDCs often grow out of exist in strong numbers: self-help organizations; nonprofit community centers; neighborhood planning councils; civic associations and councils; religious-based institutions; and nonprofit housing developers."

Higher education institutions interested in developing a new community organization must seek out local residents who are authentic community leaders in the neighborhood and who have the trust and confidence of other residents. An initial CDC planning committee should also bring in key stakeholders from the city government, business leaders, bankers, churches, and other institutions in the community who are interested in neighborhood renewal. The revitalization of the community takes energy and support from all these players to accomplish and it is essential to have them at the table from the start of the shaping of CDC.

The CDC planning committee does not have to be large, but its members should be people interested in improving the economic development of the area and able to represent diverse interests in the community and contribute a range of skills and perspectives. The educational institution can be the catalyst that starts the process, provides information on what a CDC is, and facilitates the committee's work. That spark is needed

but it is the combined effort and energy of many people that brings a CDC to life.

At the University of South Florida, Florida COPC has helped to create new CDCs in neighborhoods where there were no organizations focused on the economic and physical revitalization of the community. In Winter Haven, Florida, COPC helped bring together three existing community-based social service organizations in the Florence Villa neighborhood. Florida COPC assisted the three groups with the formation of Florence Villa CDC. By collaborating, the groups plan "to maximize opportunities that raise the economic, educational, cultural, and health index of the Florence Villa community." They were joined in this effort by Winter Haven Hospital/Mid Florida Medical Services, Polk Community College, and the Polk County school board. The South Florida COPC supported the salary of a community facilitator who performed much of the leg work necessary to create the new organization, facilitated discussions among the three groups, invited nationally recognized experts in CDCs to meet with the participants, brought in the [Tampa] Bay Area Legal Services to help with the incorporation, and paid the cost of filing the incorporation papers.

Community Outreach and Meetings

Early on, the neighbors must be consulted to find out about the issues of concern to area residents that a new CDC might address. Community outreach fosters a sense of inclusion, participation, and ownership in the new organization. It helps to build community spirit and identification with the neighborhood and the development effort. Outreach is an ongoing activity of the CDC and is not limited to the initial community meetings.

Open meetings in the neighborhood are an opportunity to introduce the idea of a CDC to residents, determine the extent of support, and identify other people who may be able to participate in the effort. Meetings should be well publicized in advance with the date, time, place, and purpose of the meeting clearly stated. The intent to organize a CDC and the importance of resident participation in the organization should be stressed. Publicity should include a variety of media, including posters, newspaper notices, public service

radio announcements, and phone calls. Announcements at local churches and civic and social clubs can help to stimulate interest and increase turnout for the meetings. The number of meetings held will depend on the size of the community, the number of residents, and the variety of interests present.

The university can help in this process by having appropriate faculty or students survey community organizations in the area to identify potential partners and invite these agencies to planning meetings. Some have found working with established tenant councils in public housing developments, with local parents' groups, and with local churches to be effective ways to generate interest and attendance at CDC community meetings.

Some of the ways a CDC planning committee can reach out to the neighborhood were noted by James R. Grace, Jr., executive director of the East Winston CDC in Winston-Salem, North Carolina, a CDC that has worked with Winston-Salem State University :

> We recruited teenagers to distribute flyers, called personally on neighbors, and spoke to church groups to gain community support and participation. Do it every day until you find two or three people—it will often be an elderly man or woman—who care about the neighborhood, who are respected, and who will be listened to when they speak.

The public meeting agenda should include dynamic speakers to present the idea of a CDC. Audiovisual materials (neighborhood maps, slides, etc.) help to make a more effective presentation. Representatives from other CDCs in the region could be invited to describe what their organizations have done. The committee should explain what a CDC is, what they have done so far, some possible projects the CDC might pursue, and future plans for organizing the CDC. The agenda should include time for questions from the audience and opportunities for people to indicate how they might be involved.

The university and the CDC planning committee should be prepared for questions and controversy at the

meetings and should be flexible in their plans. At first, the committee may find that community residents are skeptical of what can be done, suspicious of the university or the CDC's intentions, and may distrust efforts to change. Residents may need time to think about the possibilities for the neighborhood and hear more about what the university expects and what a CDC could do before they offer their support.

Analyze Community Assets and Opportunities

A critical task of the CDC planning committee is to collect information on the neighborhood and find out what resources might be available from outside the community. The committee should scan the local environment and ask:

- What other organizations already exist and what do they provide?

- Are there city or State sources of technical assistance to help start a CDC?

- How have other CDCs formed in the region, and what have they accomplished?

- Is financial support available for a new nonprofit organization?

In consultation with neighborhood residents, local business people, and others knowledgeable about the community, the CDC committee needs to analyze the strengths and weaknesses of the neighborhood and identify the priorities for development. These priorities will help it to define an initial plan.

The process of data collection includes both formal and informal sources of information. The informal channels are essential to understand neighborhood issues, what factors are limiting the development of the neighborhood, and how a CDC could respond. Committee members need to talk to neighborhood organizations, business people, local bankers, and the real authorities on the neighborhood—the residents themselves. Breakfast or luncheon meetings may be held with specific groups of people to get their views on the neighborhood

as well as going door-to-door to speak with residents. Community surveys are another way to solicit resident interest and participation. In all these ways, universities can be helpful to the CDC planning by supplying faculty and students to help with collecting information on the neighborhood and region. For example, university students have conducted and tabulated neighborhood surveys under faculty direction for a CDC.

The CDC committee can also analyze information available from a variety of sources. University researchers and students can help compile relevant data and use tools like geographic information systems (GIS) to plot data on demographic neighborhood maps. Information is available from U.S. census data on neighborhood residents—income, employment, family size, education—and on the condition of the housing stock. Local planning agencies may have data on the patterns of property ownership, the condition of commercial facilities, the numbers and types of local businesses, their health, and prospects. The city community development department may have this data available by neighborhood and may have other local information useful to the CDC planning group. Data reported from the Federal Home Mortgage Disclosure Act on the rates of mortgage lending in the area and local banks' reports of their Community Reinvestment Act compliance and investments in the neighborhood are valuable sources.

Identifying other institutions and organizations in the community to determine what they do and how they could be enlisted to help in the neighborhood's revitalization is also important. This process is called asset mapping.

Although many define the information gathering step as a needs assessment, a more effective strategy is to look for the community's strengths on which to build for the future. John McKnight and John Kretzmann at Northwestern University introduced the asset-mapping approach. They have argued persuasively that community development should be based on a capacity-oriented analysis rather than on the needs or deficits of a community. Kretzman and McKnight have developed a helpful guide to assist in this process. They write:

All the historic evidence indicates that significant community development takes place only when local community people are committed to investing themselves and their resources in the effort.... Creative neighborhood leaders across the country have begun to recognize the hard truth and have shifted their practices accordingly. They are discovering that wherever there are effective community development efforts, those are based upon an understanding, or map, of the community's assets, capacities and abilities.... The key to neighborhood regeneration, then, is to locate all of the available local assets, to begin connecting them with one another in ways that multiply their power and effectiveness, and to begin harnessing those local institutions that are not yet available for local development purposes.[30]

A college or university is one of the most valuable assets in a neighborhood. Its active presence will help to draw in other institutions and resources to work for the benefit of the community. From its analysis of the neighborhood, the CDC planning committee can recommend the specific purposes of a CDC, plan other ways to reach out to the neighborhood, define the geographic area that the CDC should serve, and identify potential projects.

The community asset approach to organizing is endorsed by Jabbar-Bey. She writes that learning about and sharing information with community—public and private entities—and using the asset-based model for evaluating community needs "has uncovered talented people and organizations, who had been characterized and treated as deficient, clients, recipients of social and human services, unemployed, and poor rather than as concerned citizens, community workers, homeowners, entrepreneurs, technical and professional employees, responsible parents, and youth organizers."

The process of analyzing the community's assets is also an opportunity to develop a shared perception of the community's potential. At Johnson C. Smith University in Charlotte, North Carolina, the initial CDC organizing effort was called Project Catalyst. Convened by the university president, Project Catalyst brought together the chamber of commerce, city officials, real estate agents, home builders, bankers, and local neighborhood association presidents to define a common vision for Charlotte's northwest area. The results of Project Catalyst included the formation of the Northwest Corridor CDC, creation of a small business incubator on the campus, and a redesigned streetscape on the major thoroughfare with new infrastructure investment from the city.

Develop a Vision for the Neighborhood and the CDC's Mission

From the community meetings and outreach in the neighborhood, the CDC committee may identify additional people to serve with them. With more information about the community's assets and opportunities and a clear understanding of residents' concerns and priorities, the expanded committee should work to develop a vision for the neighborhood and define the mission of the CDC.

The mission statement helps to guide the CDC over the long run and sets forth the broad purposes of the organization. The broadest goal is the revitalization and promotion of the community's economic development. More specific goals or strategies for achieving the mission, like developing affordable housing or creating jobs, will be determined as the CDC develops specific plans.

The Visitation Valley Jobs, Education, and Training Center's mission is to do job training and economic development for its area. It was started with help from the Bay Area COPC at San Francisco State University. There was no comparable organization in this geographic area that has faced changing demographics, economic problems, and opportunities as a result of demolition and rebuilding of public housing. The university worked with various community social service agencies and the city office of community development, the Mayor's Office on Children, Youth and Families, and others to establish the new CDC.

Design the CDC's Governance and Membership Structure

To increase the participation and involvement of residents, many CDCs are designed as democratic membership

organizations with CDC membership open to all adults residing or doing business in the CDC area. In these CDCs, the membership elects a majority of the board of directors. Often, in addition to elected members, the board includes seats for representatives of public officials and specific organizations or institutions in the community. In some CDCs, neighborhood associations and block clubs comprise the CDC's membership and designated representatives of those organizations serve on the CDC board.

Open membership helps to make the CDC a truly community-owned organization. Participation in board elections allows the community to select the CDC governance and increases the CDC's accountability to the community.

In some CDCs, the board is composed of the entire CDC membership, and it self-selects its successors. In these cases, it is vital that the CDC board have broad-based representation from many parts of the community and that it provide mechanisms for accountability to the community. Especially with new CDCs instigated by a university, it is important to create a structure that assures community control of the CDC and avoids the perception that the organization is merely an extension of the institution.

Identify Specific Opportunities for the CDC to Initiate Action

From its start, it is important for the CDC to identify specific project opportunities to give its organizing process some urgency and make its purpose clear. Early projects should be manageable in scope and should produce visible accomplishments to demonstrate that the organization can produce for the benefit of the community.

In the formative stages, CDCs often conduct visible volunteer activities that involve neighborhood residents, including neighborhood cleanups, block parties or neighborhood festivals, renovating playgrounds, or planting and landscaping public areas. CDCs may have local children design posters and pictures of what they would like their neighborhood to look like. CDCs also develop visual displays with area maps that identify problem spots or development opportunities and offer schematic plans for streetscapes, housing development, or other potential development projects for comment by neighborhood residents.

Start Up the CDC Organization

When the initial CDC organizing has led to a mission and plan for the CDC, it is time to establish the CDC formally. This phase of startup and building the capacity of the organization involves several activities:

- Legal incorporation.

- Designing the governance structure and recruiting board members.

- Securing funding for the organization.

- Hiring staff.

- Setting up management systems.

- Developing strategic planning for the CDC.

- Celebrating and publicizing the CDC.

University faculty and staff can be very helpful in advising and guiding the new organization through the steps required to establish the CDC. (See the appendix for more information on incorporation and board development.)

An example is the WinStanley/Industry Park Neighborhood Organization in East St. Louis, Illinois. The University of Illinois at Urbana Champaign COPC, through the East St. Louis Action Research Project, assisted the residents of the WinStanley/Industry Park neighborhood to establish a CDC and receive legal and tax-exempt status. With university assistance, the CDC has secured Federal HOME funds for housing improvements and funding for small business development and credit counseling programs.

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Incorporate the CDC

After the CDC's purpose and mission are defined and the community accepts the concept, the organization must be formally incorporated. CDCs are nonprofit, tax-exempt corporations. To achieve that status requires the preparation of the corporation's basic legal documents and filing for tax-exempt status. In this process, the CDC needs to seek legal counsel for guidance. The sponsoring college or university may be able to help by extending the services of its corporate counsel, legal faculty, or alumni to help or by identifying appropriate legal assistance in the community. For some definitions and criteria for incorporation, see the appendix. The basic legal documents of the CDC include the articles of incorporation and bylaws. These must be filed with the State secretary's office.

Yale Law School worked with the leaders of GDDC to handle the incorporation, development of bylaws, and organizational structure. Yale provided technical assistance, student and faculty time to serve as staff in the early phases of the CDC, and secured funding for staff. Yale has two seats on the CDC board of directors and pays for half time of the assistant secretary for urban policy development and a full-time staff coordinator out of JCD funds. Students from the professional school neighborhood clinic and law school clinic provide technical assistance to the CDC on specific projects.

Recruit and Elect CDC Board Members

Recruiting board members for the CDC is a critical and ongoing process. The CDC needs to find people who share its vision for the neighborhood, offer leadership, and are willing to invest their time and effort in the organization.

The CDC's bylaws will define the composition of the board of directors who govern the organization. The board is responsible for overseeing CDC management and setting policy for the organization. The board provides leadership and visibility to the organization and is important to establishing its credibility. Board members also can assist the CDC by providing knowledge of and access to public and private funding sources.

CDCs generally seek to include wide representation of local constituencies and stakeholders on the board. Some CDCs will specify representation from certain sectors or groups for the board. These include representation from the college or university, active neighborhood associations, banking institutions, local government agencies, and other institutions in the area. The board may also want to include an attorney, accountant, or people with other specific skills. Some of the people sought for the board of directors include:

University :	president, financial officer, development officer, and faculty members.
Neighborhood :	clergy, neighborhood association presidents, small business persons, other resident leaders, and activists.
Government :	city community development director and housing officer.
Business :	banker(s), real estate developer, accountant, and local merchants.

The board must have methods for ongoing accountability to the community: by including representatives of community associations, civic groups, churches or social groups; and by having regular means of communication with neighborhood residents on the CDC's activities.

CDC directors should serve a specific term. Terms are usually staggered so that not more than one-third of the member's terms would expire in any year. As an ongoing effort, the CDC needs to identify and recruit new candidates for the board as directors' terms expire or directors resign. Training for board members should be offered regularly to acquaint members with the duties and responsibilities of the role. Especially for community residents who may not have previous experience serving on boards of directors, it is valuable to provide board development training.

Fund Raising

The initial success of the CDC may depend on its ability to secure funds to pay for staff, administration, and projects. The relationship with the institution of higher education is especially important in the CDC's early fund raising, since the higher education institution may provide some of the initial in-kind support through the donation of services and equipment, space, and/or supplies. The college or university may also help the CDC identify sources of funding and itself be eligible for funding earmarked for CDCs. The CDC must develop its own capacity for putting its plans and vision on paper and selling the ideas to funders. Fund raising is an ongoing task that requires skills in writing, public speaking, and effective networking.

Most CDCs have to piece together operating funds from a variety of sources in order to cover their expenses. CDCs may also be able to get donations of services or equipment as tax-deductible donations from corporations.

Community Fund Raising. Before going to sources outside the neighborhood to ask for help in its rebuilding, it is wise to ask the community itself for its support. Community fund raising can include a variety of activities, such as raffles, service auctions, concerts, and bazaars. Raising funds from the community is a way of demonstrating to outside funders that the CDC has local support. The in-kind support from the college or university shows an important commitment of community fund raising. Other community fund raising events can also be an opportunity to increase neighborhood awareness of the CDC.

Foundations. Private philanthropy has been one of the most crucial sources of support for community development efforts. Large national foundations, such as the Ford Foundation, have long supported innovative initiatives to rebuild low-income urban neighborhoods. Generally, they fund intermediaries that in turn provide financial and technical support to CDCs. There are also hundreds of small foundations throughout the country that contribute to CDCs directly.

Tapping foundation funding requires research and understanding the specific interests and procedures of individual foundations. In this area also, the university development office may be helpful by advising the CDC on grant writing and suggesting appropriate foundations to research. The higher education institution may also provide training and technical assistance on proposal writing and grantsmanship. If there is a regional association of grantmakers (RAG) in the State or metropolitan area, it can be a helpful source of information on foundation funding. A RAG branch may have a library of foundation information, help identify local foundations, sponsor "meet the funders" events, and offer nonprofits training in grant writing. Community foundations—those serving a specific geographic area—whose area includes the CDC neighborhood may also be a potential source of funding.

Corporate Contributions. CDCs often receive financial support from corporations and financial institutions with an interest in the neighborhood or community revitalization. Corporations may have their own corporate foundation from which they make contributions to nonprofit organizations, or they may have an annual giving budget. Different businesses have different methods for deciding on donations. The CDC must ask the appropriate corporate office for the company's requirements, procedures, and grantmaking schedule.

Government Funding. The largest source of funding for community development organizations and their projects is typically public money from Federal, State, or local sources. Many CDCs receive operating funds through contracts with city or county governments that direct Federal Community Development Block Grant funds to CBOs and HOME administrative funding to Community Housing Development Organizations.

CDCs need to stay up to date on Federal, State, and local funding programs. City and State community development offices may be able to provide information on available public funding sources. It is also important for CDCs to network with other CDCs and national community development organizations to keep abreast of the availability and requirements for public funds.

CDC Organizational Development

Institutions of higher education can assist in a number of organizational tasks needed to establish the new CDC once the community vision and mission are defined: providing training for the board of directors; providing in-kind support of offices and equipment; developing job descriptions and hiring staff; dedicating faculty and student time for staff assistance; and providing advice and technical support for the organization's financial management systems, strategic planning, and public relations. Institutions of higher education can also furnish seed funding for the initial operations of a CDC.

Role of Colleges and Universities in Supporting and Strengthening Community Development Corporations

An essential part of supporting higher education-CDC partnerships is the role of colleges and universities in providing resources to build the capacity and strengthen existing CDCs and in working with CDCs to develop community leadership and solidarity.

Building CDC Capacity

Building the capacity of a nonprofit community-based CDC, whether it is newly formed or has operated for some time, is an ongoing process that entails developing its leadership and networks, financial resources, human resources, technical resources, and political support for the organization. Institutions of higher education can assist in the organizational development of new and existing CDCs in several ways. Support for specific CDC physical development or economic development projects, which can take a variety of forms, will be discussed in later sections.

Leadership and Networking
Providing leadership is one way a university can help strengthen its partnership with a CDC. By serving on the CDC board of directors, university officials can demonstrate the active participation of the institution in the CDC's purpose and activities. Involvement by the university president on the CDC board makes the strongest statement about the intention of the university to cooperate and support CDC purposes. Other key officials within the university, such as the financial officer, development

officer, corporate counsel, faculty members, and other personnel, can be helpful to the CDC organization.

Institutions of higher education also make a valuable contribution to CDCs by making introductions to other important community leaders to broaden the network of CDC supporters. University presidents and officers often have established relationships with business leaders and local government officials who are important to the CDC. They may sit on local corporate boards or be members of local business associations. Their introduction and endorsement can help the CDC open doors.

Training and Information
Educational programs are one of the most obvious and useful ways that institutions of higher education can assist in the organizational development of CDCs. Colleges and universities and their associated centers provide a variety of professional training programs— many of which focus on, or include, the development of leadership, planning, and management skills for CDCs and other nonprofit organizations [for example, Portland State University (PSU) in Oregon, Cleveland State University (CSU), the University of Delaware, New Hampshire College, and Howard University].

By formally incorporating community development into its curriculum, a college or university can help to expand the pool of people trained for CDC jobs, identify community development as a professional career option, and introduce younger people to the field. The community development industry is growing and offers varied career opportunities, but there is a shortage of young people, especially African-Americans, trained in the interdisciplinary technical skills utilized in community development—business, law, public policy and administration, finance, real estate development, social services, and community organizing. Universities and colleges can create innovative curricula to prepare students for the field.

PSU offers an excellent example of developing an integrated community development curriculum. PSU is one of only a few universities nationwide that **has**

established an undergraduate major in community development at its School of Urban and Public Affairs. The first class was offered in the fall of 1996. The 2-year program involves a core colloquium sequence in the philosophy, theory, and methods of community development in the junior year and in field experience. Throughout the program, the students investigate local CDC and government efforts and strive to balance theoretical understanding with practical experience.

Other examples of university-based community development curriculum include Howard University and New Hampshire College. With a grant from Seedco, Howard has enlisted local CDC leaders to work with its faculty **to establish an undergraduate minor in community development.** Students selecting this course of study will be placed as interns in the collaborating CDCs. New Hampshire College offers one of the most established graduate programs in community development. Students earn **a master of science in community development** after study over a 17-month period. The program is convenient for students working in the community development field because classes are held on campus for one 3-day weekend each month.

Another educational model **is nondegree professional training for CDC staff and boards.** The Pratt Institute Center for Community and Environmental Development has offered a training program for CDC practitioners for several years. Participants receive a certificate for completing the program and can extend the program to attain a master's degree with additional courses at Pratt. As part of its COPC, Pratt will recruit two community development practitioners from each of the four communities it is working within New York City to attend the Pratt Community Economic Development Intern-ship. These individuals will be given scholarships to participate in the yearlong training program that is conducted in five 1- to 2-week residential sessions. The program is designed to strengthen the technical and management skills of senior staff of community-based organizations.

Since 1984, the Lincoln Filene Center at Tufts University has run the annual, weeklong Management

and Community Development Institute (MCDI), which consistently attracts more than 500 staff and board members from CDCs and representatives from other public and nonprofit community development organizations, foundations, and banks that support community development efforts. Participants come from around the country as well as from several Boston area neighborhoods, providing opportunities for local CDCs to network with and learn from other CDCs. MCDI typically offers about forty 1-, 2- or 3-day classes on nonprofit management, leadership development, community organizing, and communication as well as affordable housing and community economic development. The faculty in this program include professionals from the community development field as well as faculty members at Tufts.

CSU's COPC has designed its educational programs to provide assistance and training to CDCs in organizational and board development. Denise Van Leer, community development coordinator for the Fairfax Renaissance Development Corporation in Cleveland, noted: "Board training is critical to the CDC. We really need that.... Board development is the most important part of our partnership with CSU."

Colleges and universities also serve as important information sources that can support CDCs and their projects. In addition to their libraries and computer networks, they may operate centers conducting and disseminating research on community development [for example, Pratt Institute Center for Community and Environmental Development (PICCED), and the Community Development Research Center at the New School for Social Research], house small business development centers (for example, Clark University), and work closely with separate community development nonprofit organizations (such as Georgia Tech and the Community Design Center of Atlanta). Universities often provide summaries of research findings, distribute newsletters on community development (such as COPC newsletters), and conduct conferences that bring neighborhood organizations and residents together with academic and professional people in community development and related fields.

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Technical Assistance

Universities also provide technical assistance to CDCs for organizational development, including help with incorporation, articulation of mission, creation of the organizational structure, board development, strategic planning, operating systems development, management training, financial management, personnel policies, grantwriting, GIS, access to the Internet, and public relations. Colleges and universities offer some of this technical assistance through faculty and student projects, student intern assignments, and administrative staff from a variety of university offices.

The Pratt Institute has one of the oldest and most extensive higher education institution programs of technical assistance for community-based development. PICCED has provided a full range of technical assistance to CDCs and other community-based development organizations in the greater New York region for more than 25 years. PICCED offers **assistance with organizational development and leadership issues as well as technical support for project development.**

Another model is the University of California at Berkeley's Haas School of Business. Through its public and nonprofit management program, nonprofit organizations in Oakland are paired with Berkeley Master of Business Administration (MBA) **students who provide consultation services in accounting, management, computers, marketing, and planning.** In 1995–96 more than 30 MBAs participated in this form of organizational development assistance to nonprofits, some of which were CDCs.

Many colleges and universities provide **computer support to community development and other neighborhood organizations.** The University of Alabama at Birmingham provides computer use and service. The University of California at Berkeley is starting a program to provide telecommunications technology (such as computers, the Internet, and the World Wide Web), equipment, training, technical assistance, and customized computer applications. The Harlem Partnership Center (a partnership of the City College of New York, Barnard

College, Columbia University, and several community organizations) is making electronic technology available and **offering computer literacy training to grassroots groups.** CSU is providing **training for CDC staff on computers and accessing the Internet.** The University of Delaware has played a pivotal role in setting up a local area network (Diamond.net), by providing funding for computer technology at CDCs, and **enrolling many CDCs and community organizations throughout Delaware in actively sharing information and ideas** through this medium.

Yet another model for providing development capacity for small community-based neighborhood organizations is to **form an umbrella technical assistance organization.** Marshall University's COPC and the city of Huntington, West Virginia, used this approach. The university conducted a series of neighborhood organizing workshops to help local residents form neighborhood associations. At least seven new organizations were formed as a result of these workshops. To facilitate the development and capacity building of these organizations, Marshall's COPC assisted with the formation of the Neighborhood Institute, Inc., a nonprofit umbrella technical assistance and development organization for the nine smaller neighborhood associations in Huntington. The umbrella organization eliminates the need for each neighborhood association to become a tax-exempt corporation. It can provide assistance to the neighborhood groups with small grants, leadership training seminars, and neighborhood-organizing informational starter kits. The Neighborhood Institute board has a majority of representatives from the neighborhoods, with three representatives from the city council and city government and five from major institutions in the city.

Universities also help build CDC capacity by **assisting with community planning activities.** The University of Pennsylvania's program in community planning is the Center for Community Partnership's community planning arm.[31] It provides technical and planning assistance to organizations in West Philadelphia and to the university. The program specializes in neighborhood planning and has become a primary West Philadelphia planning resource. It has produced the Walnut Hill

Strategic Neighborhood Plan (1994) and the Spruce Hill Community Renewal Plan (1995), and it manages a comprehensive, property-based GIS for West Philadelphia. Besides acting as the repository for a great deal of public information specific to West Philadelphia (such as census data and building codes), the program has generated a great deal of unique data (such as local building conditions and business inventories).

Administrative and Personnel Assistance

Universities and colleges can offer help with **administrative services to CDCs by managing grants and finances for CDCs.** Other university offices, such as buildings and facilities, can offer **services or advice in property management.**

University faculty and staff can serve as CDC personnel, either actual or virtual, as a way of providing organizational support. In some cases, university financial officers may **assist the CDC with its financial management systems and grants administration.** The most common example of university support for CDC organizational staff is **student work-study programs.** CDCs provide opportunities for internships, exposing the students to community development activities and career opportunities. Colleges can compete for Federal funds to support work-study students and reduce the cost to the CDC of intern stipends.

Martin Adams at the University of Illinois at Chicago (UIC) JCD described an outstanding example of student support to CDC:

> As a student in the UIC College of Urban Planning, Dave Walker participated in some of the initial research in gathering community perspectives and interests in forming a partnership with UIC. He also had training through the School of Architecture and participated in a studio class in which students looked at issues such as the need for housing throughout the community, commercial development along Madison Street and on Ashland Avenue at the Green Line elevated train station.... David's ideas were well accepted. He interned at Near West Side CDC after that and, as a result of staff turnover, was

asked to assume the position of interim director. He was placed in the director's position permanently after he graduated.

Institutions of higher education also provide **in-kind support to CDCs to strengthen their administrative capacity** with donations of office space, equipment, furniture, and other valuable assistance. Many universities have provided office space and the use of office equipment. Colleges can provide computers and computer training, access to the Internet, use of the library, and other research facilities.

Financial Support

Institutions of higher education control considerable financial resources and have access to funds usually not available to CDCs, while CDCs need to find diversified sources of operating support to develop their capacity. In a partnership, universities can help CDCs raise operating support by advising on fundraising, offering direct support, and giving in-kind donations.

Colleges and universities can **help CDCs with fund raising** in several ways. University faculty and development officers have valuable expertise in grant-writing and can advise CDC staff on effective ways to write grant proposals. The university development office can be helpful in alerting the CDC to funding opportunities and introducing it to potential funders. Faculty and administrators are often part of economic and political networks that they can enlist to support CDCs. They can provide letters of support for CDC funding requests. The university or college may act as the fiscal agent for outside grants to the CDC, especially in its initial formation, giving funders more confidence. Also, the educational institution may be eligible for Federal funding programs (such as COPC or the HBCU program) that can support CDC activities.

Providing **direct financial support** from the university is another way to strengthen CDCs. Financial assistance for organizational support can take a variety of forms. A number of COPCs have been able to make direct grants to CDCs for staff or organizational expenses. Some universities and colleges have helped establish

CDC loan funds, which can generate operating income to the CDC while providing investment capital for the community. Universities also have made indirect transfers to CDCs through third parties, such as nonprofit centers or city government agencies.

UIC developed a mechanism for channeling HUD funds through the city to CDCs. Although the HUD grant to the university required a partnership with the city, the city employed a subcontracting relationship to govern the flow of funds from the city to the neighborhood CDCs. This was worked out among city staff, community partners, and university staff.

CDCs can also benefit from **in-kind donations** from the university to provide basic needs for the organization. Contributing office space, business equipment, computers, office furniture, and other necessary items for CDC operations can be a painless way for institutions to support their community partners. For example, DePaul University in Chicago provided in-kind help to the West Humbolt Park Development Council when it was establishing a youth program in a new location. Perkins noted the value of this seemingly small contribution from the university:

> They don't understand that it is the little things that count. For example, when [the youth program] moved to the building with the NHS Center, I was able to get donations of office furniture from the university facilities. This was so helpful and practical, we didn't have to spend money on furniture.... A university professor can't write a paper on furnishing an office, but it is tangible and useful support that shows the value and concern of the university for the community.

Organizing and Advocacy

College and university partners also strengthen the organizational capacity of CDCs by supplying public policy and advocacy support and information to **help organize neighborhood residents around certain issues** and to develop coalitions and collaboratives that bring together key stakeholders in support of community development.

The University of Delaware's Center for Community Development has played an important role in starting and supporting the Delaware Association of Community-Based Development Organizations. The mission of this association is "to foster the growth and development of **Community Economic Development** [community economic development] industry throughout Delaware by encouraging and supporting its members' efforts through public policy advocacy, dissemination of information and strategies, the provision of technical assistance, fund development, training, research and publications." Since 1994, the Center for Community Development has provided clerical and professional staff support to this statewide voluntary organization, maintaining its database, helping with mailings and other communications, and providing space for committee meetings. It also engaged students in research on community economic development, posted information on the association's electronic bulletin board, and cosponsored and helped the association plan and host the 1997 National Congress for Community Economic Development's Northeast Regional Conference.

Leadership Development

Besides providing direct and indirect support on organizational development issues, there are a variety of other ways in which colleges and universities have helped and might **help build the capacity of community residents and organizations to participate more effectively in the revitalization of their neighborhood.** These include providing neighborhood residents with adult education classes in leadership and technical skills development to better prepare them for taking an active role in community development; offering training in computers, neighborhood planning, GIS and other technical areas of use to the CDC; increasing citizen participation and empowerment; developing community cohesiveness; and strengthening the links among CDCs, social services, and other nonprofit organizations serving the neighborhood.

One example of a higher education institution working with CDCs on leadership development is CSU's

"Neighborhood Leadership Cleveland." It is a 12-week training program for grassroots leaders in the city's empowerment zone. Residents who participate in the program are identified by the CDCs and other community organizations. The course is based on affirming the individual's role as a neighborhood leader, increasing facilitative skills, and building a community of leaders based on the asset model. The course includes both personal and neighborhood goal setting. Participants attend a 2-day retreat, plan a neighborhood tour, and make presentations on leadership. Graduates are invited to join prior graduates in monthly leadership forums. By April 1997, the program had 167 graduates.

There are several other models for university assistance in leadership development. Los Angeles Trade Technical College hosts a weeklong community-building training institute and a 2-week series of workshops for CDCs, grassroots leaders, and others on the nuts and bolts of community-based development, organizing, and related topics. Ohio State University has a series of community forums on community planning and goal setting

that provides opportunity for community residents to take a more active role in planning for the future of their neighborhood. This process will include training of facilitators (residents) by university faculty so the residents can claim ownership of the process and continue it on their own. For its neighborhood organizing workshops, Marshall University developed a brochure for community residents on "How To Deal With City Hall" and a neighborhood organizing manual that is a how-to kit for residents wanting to establish a neighborhood association. It also helped to create a volunteer skills clearinghouse to support the development of neighborhood resources.

Clearly, institutions of higher education can facilitate the emergence and nurture the development of CDCs in their communities. Connecting neighborhood leaders with the university's expertise in organizational development and management, technical training, funding, and public policy can enhance the capacity of CDCs and increase their ability to pursue the neighborhood's vision for themselves in partnership with institutions of higher education.

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Rebuilding Neighborhoods:
Higher Education-CDC Partnerships for Affordable Housing and Commercial Real Estate Development

Colleges and universities, historically significant property owners active in the development of their campus and immediate physical surroundings, are extending their reach and assistance to the larger urban areas where they are located. Their interest in the mission of physical revitalization stems from a growing recognition that the image and attraction of their institution is closely connected to the appearance, conditions, and safety of the larger community in which they are embedded. They also have an interest in restoring specific areas in which many of their students and some of their faculty and employees may live and in linking the process and proximity of housing, commercial, and infrastructure development to the educational and research interests of their faculty and students, especially those involved in areas like architecture, business, law, and planning.

In the financially poor neighborhoods surrounding some institutions of higher education, many of the physical structures are vacant, or in considerable disrepair, contributing to the decline of the neighborhoods. Thus, one of the most frequent strategies for the revitalization of urban neighborhoods is through physical redevelopment—rebuilding the residential, commercial, and community facilities and infrastructure. In these neighborhoods, CDCs have typically undertaken physical revitalization to arrest decline and provide more opportunities for community residents. For the past 20 to 30 years, CDCs have played an important role in the physical redevelopment of their neighborhoods, particularly with regard to the production and preservation of affordable housing and with the development and revitalization of commercial real estate and community facilities.

Increasingly, institutions of higher education have engaged with CDCs in a variety of ways to physically revitalize the neighborhoods they share. These projects include the development or rehabilitation of housing that is affordable to neighborhood residents, the construction or restoration of commercial areas that serve local residents and provide local employment, and the creation or repair of the parks, community centers, health clinics, social service facilities, and other physical structures that contribute to community life.

This section looks at ways in which colleges and universities and their COPC/JCD programs have worked and can work with CDCs in physically revitalized areas in which they have shared interests. As discussed in earlier sections that consider higher education-community development partnerships more generally, partnerships for real estate development projects will be more likely to last and succeed when they embrace a common view of community-based development that acknowledges that community residents, either directly or through the CDCs, need to have the principal say on the choice, design, and implementation of these projects. This principle is particularly important in partnerships that undertake physical development since a key conflict historically between universities and their surrounding communities has been whether the university's purchase and use of land has served local residents or displaced them through university expansion or a process of gentrification.

Physical Development as Part of a Comprehensive Development Strategy

There are a variety of ways that institutions of higher education and CDCs can collaborate on physical redevelopment of the community, and this section will identify some of the types of projects that may be pursued. As previously noted, the most effective university-CDC partnerships put individual projects in the context of a larger, comprehensive development strategy for the community in which real estate development is only one part. David Walker speaks for many groups when he says, "The CDC's focus is comprehensive development of the neighborhood including housing redevelopment and construction, economic development, as well as collaborative efforts at job training, neighborhood cleanup and other community building activities." Jack Foley stresses that "housing alone does not revitalize the neighborhood; it takes safety, schools, jobs, everything," or, as Clark's president, Richard Traina, puts it: "There's no one silver bullet for community development. It has to be comprehensive."

The importance of seeing specific development projects as strategically related to a broader community vision is underscored by the success of several long-term partnerships, including those between Clark University and Main South CDC in Worcester, Massachusetts; Georgia Tech, the Community Design Center of Atlanta, and the Atlanta CDCs; the University of Pennsylvania and the West Philadelphia Partnership and area CDCs; and the East St. Louis Action Research Project by the University of Illinois at Urbana Champaign and WinStanley/Industry Park Neighborhood Organization, among others.

Types of University Support for CDCs in Physical Development

In Worcester, Massachusetts, Clark University has made a long-term commitment to the University Park Partnership (UPP). This initiative employs a targeted, comprehensive approach to urban revitalization working with Main South CDC. Clark cites several key elements of this partnership:[32]

- A comprehensive strategy that deals with home-ownership, home improvements, urban redesign and landscaping improvements, public safety, education, economic development and job creation, and programs for families and young people.

- Neighborhood-based decisionmaking in which the stakeholders determine their future and are responsible for the implementation and success of this strategy.

- Leveraging resources with the expectation that all partners will be significant contributors to the effort.

Clark University has played a major role in the creation of this partnership and has committed more than $4 million of resources to date. Clark recognizes the self-interest that drives this effort for all of the stakeholders but also understands the philosophical and moral obligation that a university has to its community. Highlights of physical development activities in the first 2 years of UPP include:

- The acquisition, rehabilitation, and resale to first-time homebuyers of eight three-deckers in the target area by the Main South CDC, utilizing $700,000 in grant funding to achieve a sale price of $90,000 to $95,000. Construction financing for these properties is guaranteed with a $1 million "line of credit" to CDC by Clark University through Flagship Bank.

- The purchase of homes in the neighborhood by eight Clark faculty and staff with the assistance of an aggressive financial incentive offered by the university.

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• More than $300,000 in new money dedicated to urban design and physical landscape improvements, including the planting of more than 200 new trees in 1997.

• The purchase and expected rehabilitation of six troubled, multiunit buildings in the neighborhood by the Main South CDC, utilizing a $225,000 loan pool from the $2.4 million HUD grant.

• The creation of the city's first Neighborhood Alert Center, utilizing property free of rent from Clark University.

These are only a part of UPP's accomplishments, but they illustrate many of the ways that an institution of higher education can be involved in the physical renewal of its community.

As the Clark University example shows, institutions of higher education have many resources and capabilities that they can offer in partnership with CDCs that are working in the areas of affordable housing, commercial real estate development, neighborhood revitalization, or other physical development work.

Training

Colleges and universities **may provide training programs on a wide range of physical development topics,** such as neighborhood planning, housing and real estate development, real estate finance, housing counseling, tenant management, and community participation in facility design. Training opportunities help CDCs and community residents learn new techniques and methods of development. In addition, Pat Rumer noted that community development training can provide a rare opportunity for community development workers to step back and reflect on their practice and learn from their experience. Several institutions of higher education offer training in real estate development for CDCs, including San Diego State, Tufts University, Pratt Institute, University of Delaware, and New Hampshire College.

One such program to build the technical capacity of CDC practitioners in real estate development is the Oregon Community Development Training Institute established in 1995 by Portland State University (PSU). The institute provides intensive midlevel training to people working in community-based development as staff or CDC board members with courses in business development and affordable housing development. This short-term training for people already working in CDCs is accessible to those who might not enroll in a degree program. "The impetus for the program came from community development leaders who expressed a need for a practical, instate training program of high quality for community development practitioners." The institute was launched after planning with a community advisory board, including representatives of CDCs, the State's housing and community services departments, Portland's Bureau of Housing and Community Development, and the Neighborhood Partnership Fund. Judith Ramaley noted, "The Oregon Community Development Training Institute reflects the mission of PSU: to provide educational opportunities essential to creating healthy communities." PSU used its evaluation of the training program's first 2 years to adapt the program to participants' suggestions. It offered the institute program in several sites around the State in 1997–98 to make it more accessible to CDCs and others in rural areas of Oregon.

In some cases, universities **have teamed with other professional community development training organizations to provide courses for CDCs.** For example, the University of South Florida COPC has cohosted workshops on affordable housing with the Development Training Institute (DTI) and followed up with a workshop for CDCs desiring to take advantage of DTI's technical assistance to increase community-based capacity to develop affordable housing.

Technical Assistance and Applied Research

Institutions of higher education are excellent sources of technical assistance to CDCs for affordable housing and other physical development activities. **Faculty, staff,**

**and students can provide
direct assistance to CDCs**
by conducting market studies,
developing project designs,
structuring financial projections
and fund raising proposals, and
providing other services related
to the choice, design, imple-
mentation, and evaluation of
specific physical development
projects. COPC at the
University of California at Los
Angeles (UCLA) defines its
role in applied research as
follows:[33]

At COPC, "applied
research" means per-
forming research through
a partnership process. It
is the marriage of at least
two ideas. The first idea is
that the university and community groups can work
together on formulating and pursuing the research
agenda(s). The second is that research that is produced
by the university can have immediate and practical uses
for community development, in addition to those uses
usually attributed to academic research. The idea is
that applied research can support multiple goals
simultaneously.

• Research can be responsive to the research
  needs of communities.

• Research can be immediately useful to community
  development efforts.

• Research can continue to pursue the traditional
  goals of truth-seeking and academic excellence.

• Research can be an opportunity for professional
  programs (such as urban planning) to incorporate
  "field experience."

*A recent example of a comprehensive university-
supported community development technical assis-
tance effort was created by the University of Illinois
at Urbana Champaign in its East St. Louis Action
Research Project (ESLARP). It established a physical
presence in the East St. Louis neighborhoods in
1996 with the Neighborhood Technical Assistance
Center (NTAC) cosponsored by HUD and the City of
East St. Louis Community Development Block Grant
program. NTAC is a one-stop technical training, and
volunteer assistance center with full-time planning
and design professionals available to help community
organizations. In its first year of operation, NTAC
worked with more than 40 community-based organi-
zations on 100 technical assistance requests. NTAC
is the first point of contact for all requests for techni-
cal assistance from the community that are handled
by the center staff or are referred to the local
Community Action Network or to ESLARP. ESLARP
also has designed computer technology as a commu-
nications and research tool for the community. It has
developed a detailed GIS database for the city and
has ensured resident access by upgrading the com-
puter capabilities of two community organizations
and establishing a college policy to donate computer
equipment and technical assistance to East St. Louis
organizations.*

CDCs look to univer-
sities for this kind of applied
research to inform their phys-
ical development plans.

The complexity of
many CDC projects requires
technical assistance from sev-
eral disciplines, which often
need to be coordinated from a
number of university depart-
ments or schools. The Yale
University JCD arranged for a
variety of technical assistance
to GDDC. The law school
clinic provided considerable
assistance to CDC on contract
negotiations to locate a new
supermarket in the neighbor-
hood and on negotiations with
Yale to make the Dwight Fund
a subsidiary of CDC. It helped
with ownership and contractual issues with the board
of education to enable CDC to build on the site of the
Dwight Elementary School. J. Pottenger, director of clini-
cal studies at Yale, estimated that in the period from
January to June 1997, their CDC client received 750 to
1,000 hours of assistance on the supermarket project
from law, management, architecture, and other graduate
students participating in the law school's Housing and
Community Development Clinic. JCD also assisted CDC in
development of a strategy for dealing with blight using a
windshield survey and house-by-house inventory. It also
organized street meetings, assembled needed informa-
tion, and suggested alternative strategies. In addition, it
helped CDC develop a homeowners' assistance program,
structured a loan pool, and hired a project manager.

Along with academic departments, administrative
offices of the university can also be helpful in providing
technical assistance to CDC physical development
projects. Roger White reported that the director of building
operations at the University of Alabama at Birmingham
gave valuable advice to CDC on the development of a

The UCLA COPC developed and maintains a computer information system, Neighborhood Knowledge LA (NKLA), as a source of data on substandard rental housing in Los Angeles. Its Web site states, "Neighborhood Knowledge Los Angeles (NKLA) exists to help neighborhoods access information, work together, learn with and from one another... NKLA is dedicated to providing the means to identify neighborhood problems before they become 'full-blown.'" [34]

NKLA offers an interactive Web site www.NKLA. sppsr.UCLA.edu (which was developed with a U.S. Department of Commerce technology grant in 1996) with a database called LANews, which provides access to data and statistics on the local economy that influence the quality of life in the neighborhoods. The Web site has pages that suggest how to use NKLA as a planning tool to identify and improve rental housing conditions. COPC identified many ways that CDCs and others can use LANews including:

- *Identify Neighborhood Problems: LANews can be used to identify neighborhood problems such as property tax delinquency, code violations, and utility nonpayment.*
- *Identify Development Opportunities: Financial distress (measured by nonpayment) can present opportunities for neighborhood improvement. LANews can be used to find properties that are in financial distress.*
- *Target Assistance Efforts: Sometimes, financial distress indicates a need for assistance. LANews can be used to identify potential beneficiaries for homeownership retention programs, rehab loan programs, and neighborhood organizing.*
- *Analyze the Effects of Policies: LANews can provide data to analyze the effects of public policy. Or, it can be used to analyze the extent of various problems.*

NKLA represents a way that universities can organize and disseminate research and data by making it more accessible and user friendly for community partners.

neighborhood health clinic. His expertise was useful in assessing the proposed modular facility plans, specifications, and site plans.

The primary institutional contact in a university-CDC partnership can **facilitate CDC's introduction to other parts of the university that may be able to assist in specific development projects.** The Egan Urban Center at DePaul University has helped find technical assistance and project funding for the West Humboldt Park Development Council in Chicago. Executive Director Perkins reported, "The Egan Center led us to other parts of the University. The biology department had an EPA grant for sustainable economic development. We are doing a prefab commercial building on the site of a former gas station where there was some soil contamination, so [working with the University] we have the possibility of getting as much as $50,000 from the EPA for that project."

of tax delinquent property, homestead exemptions, and neighborhood transportation. COPC has provided continuing technical assistance to CDC for several housing development projects.

- Graduate students in City Planning and Business Administration at the University of California at Berkeley conducted early feasibility studies for the HismeHinU Housing and mixed-use project; for the Fruitvale Bay Area Rapid Transit Village; and for the San Antonio Neighborhood Plan by working with the East Bay Asian Development Corporation, and the Spanish Speaking Unity Council.

Universities can also **use their research capacity to provide applied research, technical assistance, and information for CDC** development projects including specific research findings and access to technology. Several universities have developed Internet Web pages with information on real estate development and with links to other useful resources. Some have assisted community-based organizations with training and technical support to expand their access to this new computer information technology.

Other examples of universities developing technology to help CDCs with physical development projects include:

Other examples of university technical assistance to CDCs for physical development from the COPC/JCD sites include:

- Georgia Tech's COPC developed a neighborhood land use and housing development plan that led to the creation of the English Avenue CDC and a neighborhood advisory association. Specific elements of the plan included an inventory of housing conditions, land use trends in the area, an analysis

- The Pratt Institute Center for Community and Environmental Development's COPC has established a computerized community information system that neighborhood organizations can access as a source of information on the neighborhood's physical, social, and economic characteristics to assist in development. Data available from the census, city assessor's office, zoning and infrastructure maps, Home Mortgage Disclosure Act filings, crime reports, health and vital statistics, school and youth programs, welfare, and other sources will be mapped.

- The Community Development Research Center at the University of Delaware communicates information on specific research findings on community housing, income, population demographics, and affordable housing development models for CDCs. Its newsletter offers references on sources of funding, training, and networking events. It also facilitates information sharing and communication via Diamond.net, an Internet virtual community for nonprofit organizations, and community service and public agencies.

- The University of Memphis COPC has developed a GIS database for Memphis neighborhoods. It assisted the Orange Mound Development Corporation and other community organizations

One of the lessons from the University of Illinois at Chicago community partnership's experience with Near West Side CDC and others is that to be productive, student internships on community projects need to be carefully defined and managed. The partnership evaluators found that "the roles and relationships between interns and their CDC and UIC supervisors, when clear, assure valuable work experience for UIC students and valuable assistance for CDC. When the relationships are ambiguous, the student's experience is one of frustration."[35] The UIC student architectural designs for real estate projects were not well accepted by the community, but analysis of two student research projects, the Pilsen rent study and the Madison Street commercial development study, uncovered the following elements of successful student internships:

- *Selection of a project that benefited the client organization and relied on the strengths of the university—in this case, in documented research, also contributing to the university's goal to increase the public stock of knowledge.*
- *Building on long-standing relationships between a community organization and university personnel (need long relationship building phase if that does not exist);*
- *Community resident input in choosing the project and implementing it.*
- *Earning opportunities for students and/or community residents.*
- *Both parties working to disseminate the results to multiple audiences.*

These internships were greatly facilitated by the fact that CDC directors knew how to mentor students and took the time to work with interns so that they understood the social, economic, and political contexts of their work.[36]

with an inventory and assessment of the commercial properties in the Memphis Enterprise Community area by doing a windshield survey of neighborhood assets, conditions, and commercial uses and by compiling them in a GIS databank for Orange Mound and North Memphis. COPC plans to do the same for South Memphis neighborhoods. With support from the Community Foundation of Greater Memphis, the Memphis COPC expanded the access to this information in its "Maps to Success Program." COPC used GIS technology to assist an Orange Mound high school teacher to teach students how to map their neighborhood assets.

Personnel Assistance

A typical contribution of universities to CDC real estate efforts is the **placement of planning, design, or management students as interns or staff to CDCs on specific physical development projects.** In these positions, students can carry out a range of project design and management tasks, including surveys, data collection and analysis, housing inventories, mapping, urban design, and other functions.

Denise Van Leer noted that student interns from Cleveland State University and Case Western Reserve University have been valuable to her CDC for help with housing development projects. Reflecting on the benefits from its relationship with the University of Illinois at Chicago, David Walker said, "The biggest help is the money they have provided and the interns who have acted like staff people." He added that CDC could use

more sustained assistance with student interns, "It comes down to money. If the university could supply us with interns and then follow up when they graduate with job placements and underwrite the salary of the graduate for 1 to 2 years that would be very helpful. It would help add new blood to the CDC and help us to grow. The interns we have had from the university have had skills that were very valuable to the CDC."

In addition to student internships, working with community-based partners on physical development projects also provides universities with service learning opportunities for their students and faculty. The University of Illinois at Urbana Champaign has made extensive use of volunteer opportunities at community organizations in East St. Louis. In 1996–97, the East St. Louis Action Research Project sponsored seven work weekends to assist several community organizations in East St. Louis. More than 800 students and faculty volunteered and participated in projects that included setting up and taking down the Farmers' Market equipment, rehabilitating an abandoned church for a CDC's offices, cleaning up hazardous vacant lots, developing a neighborhood park, and installing playground equipment. Students also helped several neighborhood organizations with surveys for neighborhood planning. With ESLARP's established partnership with CDCs and other community-based organizations, it is able to identify volunteer experiences that provide real community benefits and expand its students' learning.

Financial Support

Finding funding for physical development projects is a critical challenge for CDCs. Financial support for real estate projects includes predevelopment funds and construction and permanent financing for development. CDCs often have to layer a number of financial sources to make a project work. Access to capital for CDCs, particularly for early-stage risk funds, is usually difficult.

The Housing Capacity Building Program of the University of Delaware's Community Development Resource Center provides **predevelopment funding for CDC physical development efforts.** The program is intended to foster the development of a stronger housing

delivery system in Delaware. In collaboration with the Center for Community Development and Family Policy, the Delaware State Housing Authority, the Delaware Community Foundation, and a consortium of banks, the program provides information, training, technical assistance, and funding for CDC core operating support. The program offers **small grants for a variety of housing development needs** including the purchase of computer and office equipment, predevelopment funds, and architectural services. In its first 18 months it awarded $156,000 in grants to 28 nonprofit housing organizations statewide.

Universities may also **contribute land or other real assets for CDC development projects** or enter into **joint ventures with CDCs** and others for real estate development projects.

Institutions of higher education can also help use their contacts and networks to seek out new sources of funding and assist in researching and arranging project financing. They can **facilitate the development and management of local loan funds that support housing development.** Many CDCs try to develop a pool of capital to finance physical and economic development projects in the neighborhood.

A good example of university assistance with a community development loan fund is the experience of Yale University, which helped create the Dwight Fund. The Dwight Fund is a $1.225 million revolving loan fund with $850,000 from HUD, $225,000 from Yale, and $150,000 from the Local Initiatives Support Corporation (LISC), for use by the GDDC. This fund provides CDC with discretionary money to finance priority real estate projects. The fund's steering committee includes representatives from Yale, the Hospital of St. Raphael, LISC, the city of New Haven, banks, and neighborhood residents.

In Chicago, the Affordable Housing Fund was developed by the University of Illinois at Chicago's (UIC's) Voorhees Neighborhood Center in partnership with two CDCs (the Near West Side CDC and the Resurrection Project), and Chicago's department of housing, participating banks, and LISC. UIC donated $100,000 from its

JCD grant to the fund, to match city dollars. Separate affordable housing fund loan committees were established in both CDC neighborhoods. The fund provides owner-occupants who have incomes less than 80 percent of the median with matching forgivable loans of up to $10,000 for the rehabilitation of one- to four-family residences.

A university or college **can provide project financing by using its capital for direct investment in CDC housing or commercial real estate projects.** CDCs often must put together many sources of financing for their projects, and an investment by the institution may help to fill a gap or convince another lender to participate. It is possible, although rare, for a university to invest a fraction of its endowment in a secure CDC real estate project in the neighborhood that can offer a return on the investment.

The UIC JCD has supported the Near West Side CDC with a financial investment in its Commercial Development effort to attract businesses to Madison Street. Using data from the Madison Street Commercial Development study, Near West Development Corporation and Central West Community Organization were able to take the lead in bringing businesses to the Madison Street development area. UIC funding in the amount of $307,000 (mainly derived from JCD and HUD grants) was committed over a 4-year period for the project.

Financial assistance for CDC housing projects can take creative forms. The West Philadelphia Partnership CDC was developer and general contractor for the rehabilitation of 13 homes for sale to low-income homebuyers in the Walnut Hill neighborhood. The CDC needed to post a construction bond for bank financing but did not have adequate collateral. The University of Pennsylvania and Seedco each provided **matching $25,000 recoverable grants to the CDC** to stand as collateral for the bond, enabling the CDC to get the project underway.

Organizing and Advocacy

Universities can assist CDCs with physical development projects by helping with community organizing and advocacy. Institutions can support efforts to create renter, homeowner, or business associations to develop or improve affordable housing, commercial buildings and corridors, community facilities, or open space. For example, UCLA's COPC has been active in working with CDCs to organize low-income tenants in substandard rental housing for eventual cooperative ownership of renovated housing.

Universities can also help with the establishment of collaboratives of different types of nonprofit, for-profit, and governmental organizations to support physical revitalization efforts. And they can advocate on behalf of such efforts with the larger public, local and State government, foundations, banks, and other institutions.

The East St. Louis Community Action Network is a model of the university role in organizing a community for physical redevelopment. The network was created as a citywide coalition of neighborhood organizations in 1995 with the assistance of ESLARP at the University of Illinois at Urbana Champaign. It enables neighborhood leaders to join together in addressing common community issues through direct action. The network initially identified municipal sanitation code enforcement as the critical issue and working with ESLARP surveyed 10,000 building lots for compliance with the sanitation code. The network hired a full-time community development planner (with funding from the EPA) to reduce illegal dumping and the number of derelict structures in the city.

Universities also can **advocate for CDCs with public agencies** to help overcome obstacles to community revitalization. For example, the Trinity College COPC's Trinity Center for Neighborhoods (TCN) works with four CDCs in the Hartford area. It assisted Citizens for Action in New Britain (CANB) with the revitalization of the Arch Street neighborhood in that city. CANB met with political road blocks in the redevelopment of one key building on Arch Street when its application for CDBG funds was rejected by the city as too expensive. TCN became involved as a funder of CANB to help facilitate greater cooperation between the city and CANB.

Physical Development Strategies

With an understanding of the variety of forms of support that colleges and universities might provide to CDCs engaged in physical development, this section gives examples of specific types of real estate-based projects which university and CDC partnerships have engaged in, including projects to rehabilitate existing or develop new affordable housing and commercial projects. There are many potential approaches to physical development that can be initiated. When deciding which strategy to pursue, partnerships need to consider the most pressing needs and opportunities in the community and devise their strategy to respond.

Affordable Housing

Affordable housing partnerships between institutions of higher education and CDCs may pursue a number of strategies that contribute to improving the quality and availability of safe, decent homes to individuals and families of modest means in the community. Housing development creates visible improvements to the neighborhood that enhance the perceptions of the area and its safety.

Access to Existing Housing. First, affordable housing projects may help residents access and take advantage of existing housing. These types of projects can include programs to encourage the market for housing in the city with institutions offering incentives for local residency. Other efforts can include programs to establish and ensure that qualified individuals can secure loans and are not discriminated against in renting or buying homes by enforcing fair lending and fair housing practices; informing residents about their housing rights and responsibilities with housing counseling, organizing, and educating tenants to assert their rights; and helping

Since 1994, Yale University has offered a cash benefit to Yale employees who buy homes in New Haven.[37] In the program's first 4 years, 280 employees bought homes in the city; and the overwhelming majority were first-time homebuyers. The $7 million university commitment thus far has yielded more than $28 million in home sales. Now on the third phase of the program, Yale provides a cash incentive ($2,000/year for 10 years, plus a closing bonus up to $5,000 to pay for renovations and closing costs) to employees who buy homes in specific New Haven neighborhoods, including Greater Dwight and the Hill where Yale is working with two CDCs. All Yale employees who qualify for benefits are eligible. Participating homebuyers have included 41 percent from the clerical and technical staff, 26 percent from the faculty, 19 percent from management and professional staff, and 14 percent from the service and maintenance employees.

residents manage their housing with property and asset management assistance.

Several universities have initiated programs to encourage faculty and other employees to purchase homes in the university neighborhood to help to stabilize the community. Clark University, Washington University in St. Louis, University of Pennsylvania, and Yale all have provided financial incentives to university staff acquiring homes in the neighborhood.

Another example is the University of Pennsylvania's mortgage program that enables its employees and students to purchase homes in West Philadelphia without a downpayment. Program directors are considering the idea of offering cash payments of $2,000 as further incentive for purchasing a home and a mortgage program to encourage persons not affiliated with the university to buy homes in West Philadelphia.

Housing Rehabilitation. Housing rehabilitation is an important community revitalization strategy. Many CDCs renovate existing housing to improve the quality of the homes and make them affordable to low- and moderate-income residents. These projects include capital improvements to address blighted property, deferred maintenance, and other structural and aesthetic changes; environmental health efforts to remove lead paint or other health hazards; environmental protection and conservation projects to weatherize or change the heating, water, or sewer systems; and efforts to improve efficiency by modifying the units to reduce living costs. Some projects, of course, involve more than one effort. University partnerships can participate in CDCs' housing rehabilitation projects in several ways.

A citywide energy conservation effort, led by the Cleveland Community Energy Coalition, was staffed by

Cleveland State University (CSU). It involved 22 neighborhood development organizations in a housing weatherization program. Phil Star noted that the university researched alternative weatherization methods to find ones that offered the greatest cost savings and provided the most comfort. The program assists both individual homeowners and CDC housing development projects. In addition to building research, CSU's role in the coalition was as the coalition's fiscal agent, disbursing grant funds, doing accounting, and reporting on use of the funds.

Develop Homeownership Opportunities. Colleges and universities may help CDCs in their efforts to increase owner-occupied affordable housing. These projects include increasing the supply of affordable ownership housing through help to nonprofit developers for securing properties and land, construction financing, reasonable labor contracts, affordable housing design, and construction methods. Projects can also help ensure that the demand exists for ownership housing among residents needing affordable housing by increasing access and fairness in securing housing, lowering the costs of acquisition and mortgage financing, developing special targeted mortgage funds and sweat equity programs, and creating

In Atlanta, a major focus of the affordable housing work of the Georgia Institute of Technology is advocacy for changes in public disposition of tax delinquent property. Faculty developed the model for a Land Bank Authority (LBA) and advocated for its establishment. The concept of LBA evolved in the early 1990s when there was a high incidence of tax delinquent residential property in the neighborhoods. The city's extremely long acquisition process of these properties (7 years), coupled with diminishing Federal subsidies for affordable housing, led to the idea of developing an expedited way to transfer these properties into the hands of nonprofit developers to create affordable housing and eliminate blight. LBA is a way to fast-track property acquisition and the subsequent disposition to nonprofit developers. It required changes in legislation to amend the city's processes. The university faculty drafted State enabling legislation in 1991 and also worked on subsequent amendments to improve the land bank authority implementation.

The Atlanta COPC, made up of Georgia Tech, Georgia State University, and the Community Design Center of Atlanta, has helped several CDCs use LBA to develop housing. Between 1992 and 1996, nonprofits developed 350 units of affordable housing using LBA. COPC provided technical assistance to the Peoplestown Revitalization Corporation and other CDCs on the development and financing of many projects, including an 18-unit single-family housing project developed for the Atlanta Olympics, which was sold as affordable housing post-Olympics; a housing rehabilitation project that assembled 23 parcels and employed YouthBuild in the construction; properties purchased from the Resolution Trust Corporation and rehabilitated; a large, derelict, and vacant apartment complex that was demolished to allow construction of 74 townhouses with financing from the Enterprise Foundation, the Olympics, the Atlanta Braves, and tax credit/syndication assistance.

The Atlanta COPC has been able to export LBA techniques and is working with approximately 15 CDCs in Atlanta and neighboring communities on acquisition and rehabilitation of distressed properties. COPC students and staff help identify potential properties and use GIS technology to map neighborhoods. One lesson Larry Keating learned from this experience is that when dealing with such complex land use, tax, and other legal issues, it is important to involve lawyers at the earliest stages.

multifamily housing cooperatives or condominiums to increase options for homeownership and/or lower costs for potential owners.

Increase Affordable Rental Housing. Strategies to increase affordable rental housing involve methods to increase the supply of and facilitate the demand for rehabilitated and new rental housing. Special financing programs such as the Federal low-income housing tax credit create incentives for the production of affordable rental housing. Efforts to support demand include projects designed to access, fairness, eligibility, tenant control, and availability of rental subsidies to low-income residents.

To increase access to existing rental housing in its Chicago neighborhood, the Egan Urban Center at DePaul University worked with the Chicago Neighborhood Housing Services in the West Humbolt Park neighborhood. COPC supported two student interns to develop a rental housing program that matches people looking for rentals with landlords who have available apartments. The students trained a person from the employment services office to staff the program. The interns set up the program, tested it, and trained the neighborhood workers to manage it.

Rental housing projects may also include efforts to provide housing for people with special needs, such as the frail elderly, people with AIDS or other special health problems, the mentally ill, developmentally disabled, homeless, abused individuals, or families seeking transitional housing. These populations often have special requirements for services in addition to the housing. Many of these projects involve single-room occupancies (SROs), forms of assisted living, and supportive housing that combine provision of services with residency. In addition, to help with the development of the property, these projects offer the opportunity for universities with social work or health departments to provide CDCs with assistance in developing and monitoring clinical and service programs for tenants. One example of a special needs rental project is the work of Georgia Tech to assist the English Avenue CDC to develop a 32-unit SRO as affordable permanent housing in Atlanta.

Housing Advocacy and Coalition Building. Finally, universities and CDCs may be involved in public policy, education, advocacy, and the development of housing coalitions to promote affordable housing development or support those engaged in this kind of work.

For many years, CSU has played an important role in advocacy and coalition building for affordable housing in the city. CSU staffs the Cleveland Housing Development Coalition that brings together all of the CDCs involved in housing development around policy and funding issues. Early in the history of the CSU Center for

The Vernon Central neighborhood of Los Angeles is an example of university support for increasing affordable ownership housing. UCLA COPC's "Homes of Our Own" program worked with the Concerned Citizens of South Central LA to make single-family homeownership affordable to people who could otherwise only afford to rent. COPC developed an approach called "Master Lease To Own" to combine the benefits of ownership with the financing for low-income rental housing. In this program, resident-controlled housing cooperatives enter into a master lease with a tax syndicated limited partnership that uses the low-income housing tax credit to develop the property. At the end of the tax syndication in 15 years, coop residents may buy out the limited partners and get title to their homes. To keep costs down while maintaining the residential character of the neighborhood, UCLA staff developed architectural designs for several small individual homes on a single lot. UCLA Urban Planning and Architecture students helped to get information on ownership options to tenants. A studio architecture course helped to develop a list of tax-foreclosed properties in the area that could be available for rehab and resale. The UCLA team was challenged to "turn an intensive and short-term planning process into sustained local action." The university attributes the success of the Homes of Our Own project to the participatory research process that involved CDC in the plan and got its commitment to its achievement, and to the technical support available from the California Mutual Housing Association and UCLA COPC. UCLA COPC used the lessons learned in this neighborhood project and applied them to a citywide affordable housing effort.[38]

Neighborhood Development, it helped to develop the Cleveland Housing Network, which has become a successful technical assistance and development partner that assists CDCs to develop and rehabilitate more than 400 units a year of low-income housing using the low-income housing tax credit.

UCLA COPC supported the creation of a citywide organization, the Community Building Institute (CBI), to help tenants of rundown apartments improve their living conditions, building on the experience from the Cambria and other projects. UCLA COPC provided research, information, organizing, and outreach support.

Commercial Development
Community residents and the students and staff of institutions of higher education both need conveniently located services and businesses in the neighborhood. The lack of these services makes the neighborhood less attractive and more difficult to negotiate. Community revitalization entails the rebuilding of commercial corridors to provide space for needed goods and services as well as opportunities for employment and business ownership in the neighborhood. Many urban communities have seen the loss and deterioration of neighborhood commercial centers. Independently owned stores have faced mounting competitive pressure and retail businesses have become dominated by large national chains. Increasingly, big box retail stores have located in the suburbs and malls outside the city, draining sales from neighborhood businesses. Creating dynamic commercial and industrial development in or near the neighborhood is a challenge that many CDCs

have tackled. In some cities, CDCs have teamed with institutions of higher education to revitalize neighborhood commercial centers.

Institutions of higher education and CDCs have collaborated in many ways to regenerate commercial activity by refurbishing and building retail space and offices, finding places for business to locate, and providing support to upgrade the physical infrastructure of the neighborhood. Commercial development projects include neighborhood retail, shopping centers, and improvements to commercial strips; office and mixed-use developments; business incubators that offer shared services for small enterprises; industrial space; community facilities providing space for childcare, healthcare and other services; and open space and park reclamation.

DePaul University's Egan Urban Center and the West Humbolt Park Development Council formed the DePaul/West Humbolt Park Alliance in Chicago. The Alliance conducted a strategic planning process working with the Chicago police department to establish a Superblock on the 800 block of North Harding Avenue. The Superblock concentrated city services to create a positive physical impact in 1 year. Neighborhood residents joined in a neighborhood watch and increased police surveillance of the area. Two abandoned buildings were demolished by the city and the Chicago Neighborhood Housing Services purchased and rehabilitated two other

With a group of Pico Union neighborhood tenants. UCLA COPC assisted in the creation of a new organization. Comunidad Cambria. to transform abandoned real estate into resident-controlled housing. The Cambria. a 69-unit apartment building. was one of the most notoriously neglected in the city. Three women tenants began organizing and with other tenants. assumed the payment of utilities. cleanup, and self-management of the building. Over 4 years. the residents struggled to reclaim their building from neglect. crime. and violence. UCLA COPC found funding for resident acquisition. interim management. redesign. relocation. and rehab from a local foundation. COPC helped draw up the sales escrow agreement and identified the California Mutual Housing Association to acquire the property. and UCLA architects redesigned the building.

According to UCLA COPC Director Alan Heskin. the Los Angeles Housing Department (LAHD) was resistant to rental rehab efforts and to working with tenants. LAHD staff preferred new construction. which Heskin likened to "palaces in the desert." LAHD staff opposition to the project added a 1-year delay. Nonetheless. 21 of the original 30 Cambria residents persevered throughout the process and returned to the property after rehab. As part of the project. Heskin took tenant leaders to a Brazilian housing conference. where they consulted on housing organizing and development with peers in South America.

Lessons learned were many. This type of rehab had never been done before in Los Angeles. according to Heskin. The successful effort established a precedent that has led to greater interest in recapturing and restoring substandard and deteriorated properties. Los Angeles now commits city moneys to fund tenant organizing efforts in rundown properties. Heskin noted one concern is that the official "slum" eradication efforts are the product of purely top-down planning and analysis. There is little-to-no broad scale community involvement. although the Cambria tenants remain active.

abandoned buildings on the block for inclusion in its home-ownership program. With the positive community policing experience on the Superblock, additional city services are promised, including new sidewalks, curbs, and street light repairs. Based on the results of the Superblock, the mayor plans to use this model in other areas across the city.

In Charlotte, North Carolina, the Northwest Corridor CDC and other community-based organizations have partnered with Johnson C. Smith University on several commercial developments. The university developed a small business incubator in a university-owned property to foster entrepreneurship and small business growth in the neighborhood. CDC, with support from the university, Seedco, and other partners, developed a 55,000-square-foot neighborhood shopping center anchored by a major supermarket.

In the University Park Neighborhood Restoration Partnership between Clark University and Main South CDC in Worcester, Massachusetts, Clark has encouraged the expansion of banking services in the community. The university will provide the real estate for the location of a new branch bank in the neighborhood and, as an incentive to the bank, promises to use the branch as the major depository for university accounts. Clark may also relocate its Small Business Development Center next to the bank.

To encourage commercial activity in downtown Huntington, West Virginia, Marshall University's COPC formed the Upper Story Development Task Force. The task force developed a comprehensive plan for the renovation and utilization of vacant upper stories of buildings in Huntington's central business district as part of the federally designated Enterprise Community. Faculty consultants from the Institute of Business Development assisted the city with the planning and feasibility studies for the commercial revival.

Commercial development is more risky than housing development and requires close attention to the market and frequent contact and communication with the business community. In recent years, some retailers have begun to look again at the market opportunities present in inner cities and have found benefits to these locations under the right conditions. Universities have assisted community-based developers with technical assistance for market studies and market feasibility, strategic planning, streetscape and building design, consumer surveys, marketing plans, contract negotiations, and organizing merchant associations.

Commercial opportunities were the focus of the Pratt Institute COPC's Graduate Neighborhood Planning Studio on Commercial Revitalization in East New York, one of four neighborhoods in New York City where it is working. Based on the priorities of the East New York

Research on brownfields in Detroit was a major activity of Michigan State University's Detroit COPC. MSU developed a comprehensive resource manual on brownfields reclamation for the Southwest Detroit Contaminated Site Redevelopment Demonstration Project. This demonstration project, a component of the Detroit Empowerment Zone, brings together city, State and Federal agencies with the Mexican Town CDC, The Hubbard Richard CDC, the Southwest Detroit Environmental Vision Project, and the Southeast Michigan Council of Governments, to identify and clean up six polluted sites and market them for new industrial and retail uses. According to the Project Director Jason Stringer, the resource manual is "a comprehensive reference point for decisions regarding the remediation of contaminated sites in Southwest Detroit." An interdisciplinary effort, it pulls together extensive information on the legal, demographic, environmental, economic, and physical aspects of Southwest Detroit's industrial areas. The material was compiled by COPC staff and by student practicums held at MSU's Urban and Regional Planning Department and the University of Michigan's School of Natural Resources. The project also involved Michigan's law school in the analysis of the application of State and Federal environmental laws. The Detroit COPC coordinated the brownfields research and planned a video to accompany the resource manual. MSU also fielded a team of economic development analysts to conduct a community audit of the potential reuse of these industrial sites and recommended five target industries that were good matches for the area's redevelopment. Based on research and examples from other States, the demonstration project is considering the opportunity to attract eco-industries or enterprises that focus on the cleanup and prevention of pollution causing emissions to an eco-industrial park in the area.

Community Advisory Committee, the studio focused on revitalization of existing commercially zoned areas such as the Pitkin Avenue corridor. Students analyzed existing retail and physical development patterns, property ownership information, and zoning; documented existing businesses throughout East New York; and prepared a market study. The commercial revitalization plan for the corridor offers viable economic development strategies and urban design improvement recommendations for Pitkin Avenue.

Several COPC programs have enlisted faculty and students to produce surveys of neighborhood retail and commercial trade areas for CDCs. In Tampa, the University of South Florida COPC assisted Tampa's CDC with technical assistance for its commercial revitalization efforts. The South Florida COPC provided planning and feasibility studies for the CDC's Nehemiah Project, an effort to create jobs, provide job training, and promote entrepreneurship to revitalize the low-income neighborhood of East Tampa. As part of a federally designated Enterprise Community, the Nehemiah Project includes development of a laundromat, an office building, an indoor/outdoor market, and an entrepreneurial center. The university introduced CDC to a potential development partner and a supermarket operator who might be interested in locating in the neighborhood. The COPC helped the CDC with market studies for its new coin-operated laundromat. The laundromat is expected to open in 1998, as the CDC of Tampa has arranged financing for the

project including equity funding from the city CDBG program and the local United Way and loans from Seedco and a local bank. COPC will continue to help the CDC with a management plan for the business.

Reclaiming the urban environment is another aspect of commercial development efforts. A frequent obstacle to urban commercial development has been the environmental pollution left behind from past land uses—the so-called brownfields, whose contamination liability and cost of remediation have prevented redevelopment. The preference for greenfields for manufacturing and commercial development has increased the loss of business in cities and added to sprawl outside urban centers. Community-based organizations have paid increasing attention to brownfields problems, which are often exacerbated by ongoing illegal dumping. They have identified and catalogued the sites and sought public and private assistance to reclaim this neighborhood land for productive use. Institutions of higher education have helped with research and financial assistance to salvage brownfields sites for neighborhood development projects.

Other examples of efforts to salvage brownfields include a team at the University of Pennsylvania that prepared environmental site analyses for the community. The West Philadelphia Partnership is working with the university to develop a supermarket in an area with brownfields problems. The university paid for the CDC's phase one environmental review. The CDC obtained funds for the phase two review, and the university is helping by doing research on the environmental regulations. At Clark University, a strategic planning study for the reclamation of an abandoned industrial property in South Worcester helped secure $1 million from the Commonwealth of Massachusetts for infrastructure improvements, traffic design, and other needed studies. The university, neighborhood residents, the city, and others are developing the plan to attract light industry on a cleaned-up site.

Neighborhood revitalization efforts also include cleanup and fixup of the streetscape and commercial facades and increasing public investment in infrastructure (streets, sidewalks, lighting, utilities, and parking)

that enhance commercial and residential uses. In the Albina neighborhood of northeast Portland, the Portland State University COPC is helping realize the community's plan for affordable housing, economic development, and integrated social services. Staff from five area CDCs are participating in the Oregon Community Development Training Institute, and are using the training program to help them develop commercial corridor revitalization plans. Sabin CDC is redeveloping the Alberta Street corridor, Housing Our Families is working on the Mississippi Street corridor, and Northeast CDC is focusing on the commercial redevelopment of the Martin Luther King, Jr., Boulevard area.

Another university/community project that includes streetscape and facade improvements is Howard University's Center for Urban Progress. The center has worked with Peoples Involvement Corporation and other CDCs in its Georgia Avenue Community Renaissance Initiative to revitalize the Georgia Avenue corridor in Northwest Washington, D.C. Howard has also developed a community business center as an employment training and incubator facility in the area.

Physical development also involves attention to the refurbishing and creation of public parks and open spaces that often complement the commercial and residential development of the neighborhood. Park reconstruction was seen as a critical link to commercial revitalization and cleanup of the Fruitvale neighborhood in Oakland, California. The Fruitvale Open Space Initiative engaged faculty and students from the department of landscape architecture at the University of California at Berkeley to help with redesign of neighborhood parks. In collaboration with the Oakland city parks department, the Trust for Public Land, and the Fruitvale Community Collaborative, the initiative works to increase the number and quality of parks and recreation in the densely populated Fruitvale neighborhood. With substantial community involvement, the initiative is planning the redesign and reconstruction of Sanborn Park, the primary available open space in the neighborhood. Related to this effort, the university provided assistance to the Spanish Speaking Unity Council for feasibility studies for the development of the Fruitvale BART Transit Village project.

ESLARP of the University of Illinois at Urbana Champaign has undertaken a number of environmental improvement projects—vacant lot and park cleanups, landscaping, and planting trees in city parks—in its partnership with East St. Louis community organizations. One major project was the construction of the Illinois Avenue Playground, designed by children and planned by area residents of the WinStanley/Industry Park Neighborhood. The playground was constructed on a tax-delinquent vacant lot with the help of students from the university's architecture, landscape architecture, and urban planning programs. A detailed case study of this project by Ken Reardon identifies the complexity of working through many bureaucratic obstacles to implement a community-initiated project and the need for neighborhood determination to realize such a goal.[39] Reardon credits the university/community partnership in this project with developing a reciprocal learning process whereby community residents and university students forged strong ties and enhanced their own learning.

Lessons From University-CDC Partnerships in Physical Development

University and college campuses represent a substantial physical presence in their neighborhoods. Sometimes these campuses are seen as "islands of affluence, self-importance, and horticultural beauty in seas of squalor, violence, and despair."[40] However, increasingly through partnerships between institutions of higher education and community-based developers, campuses are extending their concern for the communities of which they are a part and helping with their physical uplift. The impetus for this concern comes from several directions: enlightened self-interest, recognition that universities do not pay taxes to the city, civic engagement, opportunities for service learning, and moral reasons. Richard P. Traina noted, "From the institutional point of view, there's a growing agreement that if you turn your back on your neighborhood, you're teaching a terrible moral lesson."

When universities find themselves surrounded by declining neighborhoods, they have the choice to build a higher wall or to reach out to reverse the trend. Many have chosen to be proactive and engage with community leaders to end the decline and abandonment of the cities. Harmon Zuckerman at the Center for Community Partnerships at the University of Pennsylvania has analyzed the role of institutions of higher education and medicine in their local economy.[41] He writes about their investment in their communities, "Any benefits gained by the cities will be compounded by the complementary benefits gained by the institutions. Eds & meds-led urban revitalization is a win-win situation—a positive feedback loop of betterment.... Eds & meds need to be proactive and become catalysts for the growth of their cities."

When the top university leadership actively supports this vision for community revitalization, funding to support it can usually be found. Whether by university investment in employee housing, direct investment of university funds in CDC projects, leveraging of public grants, or pooling funds from corporate and other supporters, university resources have been an important investment in community physical development efforts. The examples at Yale, Clark, University of Illinois at Chicago, and many other universities show that schools, regardless of their size or structure, can share resources to rebuild a neighborhood.

The experience of many university/community partnerships demonstrates that **physical development projects make a difference for both the community and for the institution.** Pete Saunders reflected on the experience in Chicago: "A small investment in physical development can yield big results. Both the Superblock and the rental access projects are small pieces of DePaul's COPC budget but their impact on the community is significant." Physical development projects give a visible demonstration that change is possible and inspire people to believe in community renewal.

Nonetheless, higher education-community partnerships are difficult to develop and sustain. They challenge the usual ways of doing business in the academy and require focused attention and commitment. The lessons from these partnerships, although still in the

early stages, show that the ultimate benefits are stronger communities for both the institutions and the residents.

In many places, land-use issues between institutions of higher education and their community are contentious and give rise to suspicions about a university's commitment to community revitalization. **For a partnership between an institution and its surrounding community to be credible, the motives for the relationship have to be clear and the actions must support the mutual goals for community renewal.**

University-CDC partnerships involved in neighborhood housing development projects must assure that, while upgrading the housing stock, the projects are affordable to neighborhood residents. In one example, Clark University's role in the University Park Partnership was challenged at first as gentrifying the neighborhood and potentially displacing poor families. Clark was able to overcome this perception because it supported the community's goals for the neighborhood. The university-backed housing development projects serve a mix of low- and moderate-income families, and Clark is committed to expanding opportunities for home-ownership to residents. Housing rehabilitation by the partnership is developed by the Main South CDC, which is controlled by community residents. The University has only one seat on the CDC board.

The balance of power in relationships between neighborhood-based organizations and the other interests that pressure communities are usually uneven. Larry Keating stressed the value of university partnerships to help CDCs and other neighborhood groups increase their power over community decisions. He noted:

Our clearest successes have come in the area of arming neighborhood groups and CDCs with plans [for land use, housing, and neighborhood development] that place them on a more equal footing with institutions that would damage their interests more severely in the absence of those plans. From the Peoplestown neighborhood pushing the Olympic stadium a quarter

of a mile north away from the neighborhood and the neighborhood's strategic acquisition of several parcels on its northern border to thwart plans for expanded event parking in the neighborhood, to updating zoning maps that were 20 years out of date in English Avenue, the plans and planning assistance we have provided have strengthened neighborhoods' positions in the land-use conflicts which impinge on their communities. We believe the strengthening of neighborhoods' positions contributes to community human resource development.

Participating in a partnership that involves the physical redevelopment of the neighborhood, universities also need to recognize how their role as a landowner affects the community and how they can use their land holdings to enhance community development. In Philadelphia, a significant concern of the Spruce Hill Community Association was that land use decisions by the University of Pennsylvania have a major impact on the neighborhood. It advocated that Penn seek mechanisms for communicating with its neighbors and soliciting community input on development decisions.

There is evidence that university-CDC partnerships offer such a mechanism and can influence the process of institutional growth. UIC's South Campus Expansion Project generated substantial concern from adjacent neighborhoods. Two CDC partners of the UIC Neighborhood Initiative were key leaders in the effort to negotiate with the chancellor on the community's problems with the university's proposed land use plans. The evaluators of the UIC Neighborhood Initiative noted that the university-CDC partnership changed how the institution plans for expansion and development. The UIC Neighborhood Initiative helped to facilitate negotiations between the community and the university planning office by convening a meeting.

The short-term outcome of this meeting was new information for both sides—Pilsen partners had no idea how many different (and sometimes competing) internal constituencies the planning office had to respond to, and the planning office had no idea of the problem that

gentrification poses for development planning in Pilsen. The long-term outcome of this interaction is a new and different constituency with which the planning office must deal. In the Great Cities Project and its Neighborhoods Initiative component, the UIC planning office must contend with a constituency at its own level of hierarchy within the UIC administration. This represents not only a structural change within the UIC administrative hierarchy, but also a qualitative change in that hierarchy. Community and university partners now have a voice at the highest levels of university administration. In this connection it is also noted that it is apparent in the planning committee meetings that community partners are well aware that James Stukel, who initiated the Great Cities concept as UIC chancellor, remains a very

important ally at a yet higher administrative level (as president of the University of Illinois system).[42]

Partnerships between institutions of higher education and CDCs that focus on the physical development are one way to make important contributions to the regeneration of the neighborhood, adding affordable housing, renewing commercial centers, and upgrading the public spaces and infrastructure of the community. Bricks and mortar provide tangible benefits to residents and are visible symbols of the community's renewal. When they join forces in a shared vision, higher education-CDC partnerships can be a catalyst for renewed investment and a new spirit in distressed neighborhoods.

Rebuilding Economies:
Higher Education-CDC Partnerships
for Community Economic Development

More and more, partnerships between institutions of higher education and community development corporations are recognizing that community revitalization must include greater opportunities for increasing the employment, incomes, and wealth of neighborhood residents. Together and separately they are confronting issues of employment, income, and poverty in their shared communities. Partnership successes in creating affordable housing, developing commercial areas, improving infrastructure, and providing more education and social services for community residents cannot be sustained if residents do not have stable, sustainable employment in jobs that pay living wages.

The challenge of helping inner city residents secure good jobs is formidable, even in times of declining unemployment. Many residents may have little formal education, few specific job skills, and limited work experience. They may face difficulties with English as their second language, inadequate childcare or transportation, and discrimination in securing work—and many may find few jobs available to them that provide the wages, work environment, and opportunities for development and advancement that they need to secure the income for an improved quality of life.

Thus community economic development is very challenging. Community economic development involves a variety of skills and resources that are different from those in other aspects of CDC work. To be involved in economic development, CDCs need, for example, skills in business planning, market analysis, business finance, and commercial borrowing techniques.

The geographic scope for community economic development is also very different from other types of CDC activities. Most CDC organizing, social service, housing, and other physical development work takes place within the neighborhood. It is truly place-based with the place being the geographic area in which members of the CDC community reside. True, some organizing goes on downtown, some services may be provided to those outside the neighborhood, and some physical development may overlap other neighborhood boundaries, but in most cases these activities occur at or near the doorstep of CDC.

Community economic development, however, goes beyond the neighborhood. Many, if not most, neighborhood residents who are employed will work outside the neighborhood—downtown, in the suburbs, or in another town. Workers operate in a regional labor market, not a neighborhood-based market. This is true as well for product markets, with residents often doing substantial amounts of their shopping outside the neighborhood. Consequently, CDC activities to help residents find employment, get better jobs, increase their income, lower the costs of purchases, and in other ways improve their economic lives, need to go outside the neighborhood as well. For this kind of work, CDCs need a wider vision and approach, and they need to work with a different set of players.

Colleges and universities are ideally suited to assist CDCs in the community economic development arena. Institutions of higher education:

• Have the information, resources, and political standing to help CDCs secure the skills, knowledge, scope, and contacts needed to do community economic development work effectively.

• Can help CDCs with feasibility studies, business planning, market analyses, and financial arrangements, or facilitate CDCs getting this information from others.

• Can help bring CDCs together with businesses and business associations, labor unions, city redevelopment authorities, and other players in the regional economy to form the coalitions or collaborations needed to link employment training of neighborhood residents with the securing of jobs in a regional labor market.

• Can help by targeting their own substantial investment, purchasing, and employment directly to improve economic conditions in neighborhoods.

This section examines the strategies that community development organizations are using in the arena of community economic development to help residents

Figure 1
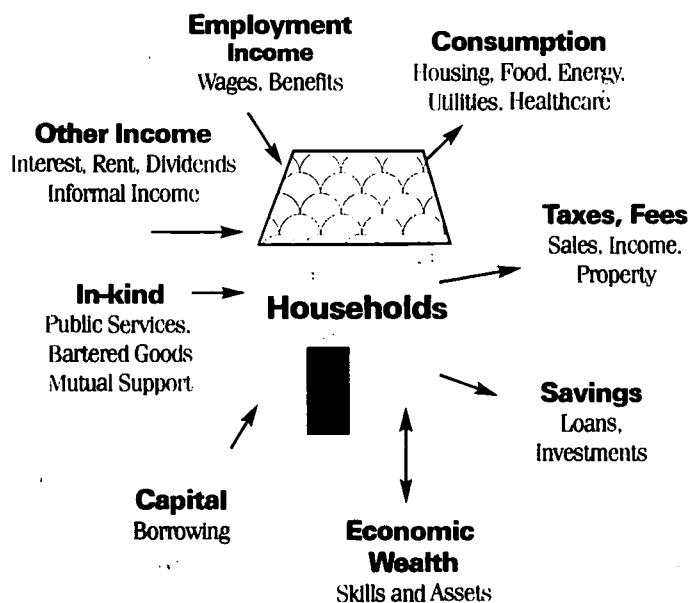**Elements in Household**
Economic Well-Being

gain stable, livable wages;[43] the variety of ways that colleges and universities can support community groups in these efforts; and lessons that have been learned in the process.

Community Economic Development

Community economic development is concerned, like community development in general, with issues of capacity, community, and control. Community economic development is a process in which residents of low- or moderate-income neighborhoods, working with one another through locally based organizations (CDCs) and with private, public, and nonprofit supporters, improve their economic capacity and well-being, increase their control over their economic lives, and build community power and decisionmaking.

Although traditional local economic development has focused principally on attracting business and increasing the local tax base, community economic development, as carried out by CDCs, views the economic well-being of a community of low- and moderate-income people from a broader perspective. Community economic development attempts to understand the entire economic reality faced by community residents (see figure 1) and to create the capacity of residents to build and sustain their economic well-being successfully, where economic well-being improves as people:

• Secure employment and increase their incomes.

Employment Income
Wages, Benefits

Other Income
Interest, Rent, Dividends
Informal Income

In-kind
Public Services,
Bartered Goods
Mutual Support

Capital
Borrowing

Households

Consumption
Housing, Food, Energy,
Utilities, Healthcare

Taxes, Fees
Sales, Income,
Property

Savings
Loans,
Investments

Economic Wealth
Skills and Assets

○ Gain better access to public services such as transportation, and to needed public assistance.

○ Increase their ability to secure capital for personal or business use.

• Form supportive relationships with others, for example for childcare services.

○ Find avenues for reducing the cost of living through effective bartering and other ways to operate in the informal economy.

• Find ways to lower the costs of housing, healthcare, food, energy, and other essentials.

• Hold taxes they pay to a minimum.

• Invest any savings productively.

• Secure and use resources more effectively in other areas.

Community economic development attempts to achieve these outcomes for residents by employing strategies to increase employment and income (for example, childcare, transportation, employment training, self-employment, and business development), provide greater access to capital (for example, community credit unions, loan funds, and use of the Community Reinvestment Act), lower costs of living (for example, food, energy, housing, and health cooperatives), and lower taxes and/or increase public services for local residents.

Figure 2
Examples of Policies and Programs for Sustainable, Quality Community Employment

Again, like community development in general, the community economic development process of improving the economic lives of individuals and households also seeks to create increased community control over economic factors and a heightened sense of community in the process.

Partnerships to Secure Quality, Sustainable Employment for Residents

While colleges and universities can partner with CDCs in a variety of ways to improve the economic lives of residents, this handbook focuses on a central concern of community economic development: securing quality, sustainable employment for neighborhood residents—employment that provides stable income, more than a living wage, needed benefits, safe and healthy working conditions, and opportunities for personal development and advancement.

As a strategic framework for the activities of these partnerships, there are a series of connections that need to be made or developed, or conditions that have to be satisfied to help move an individual resident into quality sustainable employment. The primary strategy of linking low-income individuals with "good jobs" involves developing workers (supply of labor), developing work (demand for labor), and bringing the two together (see figure 2).

Developing Community Economic Development Organizations, Networks
Nonprofits, Governmental and Quasi-Public Agencies, CDC's, Intermediaries, Finance Oragnizations. Collaboratives, Coalitions, Networks

Developing Workers

Able to Work
• Housing.
• Social Service.
• Health Coverage.
• Public Assistance.
• Childcare.
• Transportation.

Ready to Work
• Job Readiness.
• Literacy.
• GED, ESL.

Qualified to Work
• Relevant Job Skills.

Able to Secure Work
• Job Development.
• Brokering.
• Placement.

Sustainable, Quality Employment for Residents

Developing Work

Expanding/Retaining Work
• Economic Growth.
• Business Start-ups.
• Business Expansion.
• Business Retention.

Redistributing Work
• Shorter Work Week.
• Job Sharing.
• Business Relocation.

Targeting Work
• Linked Wage Subsidies.
• Linked Tax Credits.

Sustaining Work
• Local Ownership.
• Cooperative Ownership.
• Community Ownership.

Developing Community:
• Physical and Social Infrastructure.
• Physical Revitalization.
• Public Services.
• Organizing Activites, CRA.

Source: Nancy Nye and Richard Schramm. "Federal Jobs Policy and Support for Community Economic Development." Neighborhood Funders Group Jobs Conference, San Antonio, Texas. February 1996.

Developing workers means insuring that individuals are able to work (housed, healthy, and with access to childcare and transportation), ready to work (have basic literacy skills, with a high school diploma or GED, speak English or have training in English as a second language, and have job-securing and job-holding skills), and qualified to work (have needed job skills), and can secure work if it is available (find jobs, arrange placement, and overcome discrimination).

Developing work involves steps to expand or retain work (economic growth policies, support for business startups, and expansion and retention), redistribute existing work (shorter work week, job sharing, and business relocation), target employment to local residents (linking business assistance to local hiring policies), and sustain work (local, cooperative, and community ownership, and other ways to increase local control over work and business decisions).

There are many different approaches to developing workers, creating jobs, and bringing workers and jobs together. Most of these require community-based organizations to form networks, partnerships, and coalitions with other groups (businesses, industry associations, labor unions, government agencies, and, of course, institutions of higher education) to achieve the desired outcomes of more and better jobs and higher incomes for neighborhood residents.

Finally, there is also a need for broad community development and organizing activities (building physical and social infrastructure, physical revitalization, improved public services, and organizing efforts) to support employment and training and business/job development.

All of the elements in figure 2 need to be addressed in forming effective higher education-community economic development partnerships.

Support for Building CDC Capacity to Plan and Carry Out Community Economic Development

*H*elping CDCs that have specialized in organizing, services, and/or housing and physical development activities move into the realm of economic development can be a critically important role for universities to play.[44] Colleges and universities can help build the capacity of CDCs to plan and carry out community economic development activities through, for example, research programs, centers, talent banks, educational programs, and collaboratives that have this specific purpose. Below are some examples of higher education's direct involvement through COPCs in these forms of capacity building.

Strengthening CDC Staff and Board Skills for Community Economic Development

The University of Delaware's Center for Community Development (in its college of urban affairs and public policy) runs **an annual training program in community economic development for directors, officers,** and board members of CDCs and other organizations planning, implementing and/or supporting community economic development. The purpose of this community development certificate course is to build the capacity of community-based development organizations and their partners in the public and private sectors to revitalize economically distressed communities. The course, which meets for a total of 12 class days during the September–December term, trains 25 participants in strategic planning for economic development, conducting community

needs assessments, evaluating community development enterprises, and developing and financing community-based businesses, and also provides training in the important skills of organizing, negotiating, and nonprofit management. In parallel with the certificate course, the center offers a series of related capacity building and management institutes on specific topics of importance to CDCs and others working on community economic development.

Augmenting CDC Staff and Research Community Economic Development Capacity

University of California at Berkeley graduate students in city planning and business administration help build CDC capacity by **conducting a wide range of feasibility studies on economic and management issues for community organizations.** Yale University's Professional Schools Neighborhood Clinic and Law School Clinic augment CDC's capacity by providing staff to some of its projects.

As part of the Cleveland COPC, Case Western Reserve University faculty undertook a research project, "Linking Neighborhoods to the Regional Marketplace." Case Western convened the Cleveland CDCs and other organizations to discuss labor market and regional employment issues. The study focused on local labor force issues, researched the labor markets, and compiled a detailed inventory of the geographic location and skill content of employment opportunities. In the future, Case Western plans to provide technical assistance to CDCs and others on how to use labor market research to improve job training programs.

Linking CDCs to Other Organizations for Community Economic Development Projects

The Los Angeles Trade Technical College organized **a job collaborative to help CDCs get into the job development arena.** The collaborative includes several CDCs, other community-based organizations, the Community Development Technical Center, and the Los Angeles Trade Technical College's Career Equity Center. It provides marketing, organizing, outreach, screening, and referral support service for a one-stop workforce development center.

Providing Coordination and Organizational Development for Community Economic Development

Pratt Institute Center for Community and Environmental Development (PICCED), working with the mayor's office and the New York City Housing Partnership, coordinated the activities of a half-dozen CDCs participating in the Alliance for Neighborhood Commerce, Home Ownership, and Revitalization (ANCHOR) initiative, a city program for designing and testing a new model for neighborhood revitalization that builds on homeownership and commercial activity.

Pratt took a leading role in **coordinating the planning tasks to be carried out by each of the participating community organizations.** In addition, Pratt assisted in the **development of a business outreach center** that will link entrepreneurs seeking to establish, strengthen, or expand businesses located in the ANCHOR area; a jobs brokerage network, which will be established by local nonprofit organizations to train and place neighborhood residents in jobs, skills development, and entrepreneurial opportunities (both within and outside the ANCHOR target area); and a community asset development collaborative, which will design a neighborhoodwide business plan.

Support for the Development of Workers

Besides building CDC capacity, colleges and universities may also provide support for specific CDC economic development projects related to the development of labor-force skills and the creation of family-supporting jobs for residents. Those projects attempt to enhance residents' readiness to work, ability to work, qualifications to work, and securing of work. Below are some examples in each of these areas of higher education-CDC partnership efforts:

Ability to work. Helping residents secure the housing, social services, health insurance, childcare, and transportation they need to be able to take a job.

Yale University students researched **a reverse commuting information system to publicize commuting options** that help New Haven residents access jobs located in the suburbs. The system is being developed in conjunction with the New Haven Office of Business Development and the Enterprise Community Council and Connecticut Transit with help from the department of labor and New Haven Jobs Center. Students prepared a list of regional employers served by Connecticut Transit and had these employers added to the transit maps.

Readiness for work. Helping residents gain job readiness skills; meet basic literacy, English language skills, and GED requirements; receive needed job and career counseling; secure work study; get support to prevent dropping out of school; and obtain other support needed to prepare them for employment.

The University of Pennsylvania's human resource department is **helping high school students develop résumé writing and interviewing skills** as part of the West Philadelphia Partnership School-to-Work Initiative.

Qualifications for work. Helping residents acquire job training targeted to their needs, counseling on available or emerging good jobs, access effective school-to-work programs, and to other assistance they need to take on specific employment.

In a promising demonstration, the City College of San Francisco and San Francisco State University developed **a professional certification program for community health workers (CHWs).** CHWs, who are typically community residents trained in preventive medicine and basic healthcare skills, are hired by community-based clinics and public health centers to bridge the cultural and linguistic gaps between healthcare providers and medically underserved and increasingly diverse low-income communities. Expansion of CHW employment is attractive because of its relatively good wages, career opportunities in a growing industry, and its accessibility to low-skilled, harder to employ individuals, since the most important job qualification is membership in a disenfranchised community.[45]

Trinity College provided assistance to HART, a community organizing group with a subsidiary CDC in the Frog Hollow neighborhood, **to develop a job training center** that opened in May 1997. In its first month, the center was inundated with 2,000 people seeking assistance.

Securing work. Helping residents find and secure good jobs by serving as a broker to link residents with work; establishing job banks and placement services to identify jobs and help individuals secure them; eliminating unnecessary eligibility requirements and discrimination barriers to employment; establishing employment agreements where public, private, and nonprofit organizations (including colleges and universities) agree to give local residents preference in hiring and/or establish local hiring goals; and creating employment linkages with businesses located outside the community.

Ohio State University helps the Godman Guild Association in Columbus with **job fairs;** a monthly *Jobs4u* newsletter circulated to all residents about job and training opportunities; a half-time extension agent to help with job readiness, employment training, literacy education, and substance abuse; and coordination with city employment programs.

The University of South Florida organized One-Stop Job Development Centers in three neighborhoods with its Florida COPC's community-based partners. These job development centers involve CDCs with the Florida department of labor, private industry councils, and local school systems and provide improved access to job information, counseling, and placement for neighborhood residents.

An Integrated Approach to Developing Workers

Some projects combine all of the above elements. For example, the Hunter College Center on AIDS, Drugs, and Community Health is working with the Women's Housing and Economic Development Corporation (WHEDCO) in the Bronx, New York, on the job training elements of the Urban Horizons Project. This project combines a 132-unit subsidized housing complex with a primary healthcare facility, an early childhood center, a public school, and social services, and facilities for job training, placement, and followup for residents and other community members.[46]

Support for the Development of Work

*I*n addition to efforts to develop workers, CDCs carry out projects to develop jobs for local residents—to import, create, retain, or redistribute jobs in ways that meet the employment and income needs of neighborhood residents. Most of these efforts involve providing some form of support to businesses in return for targeting some or all of their jobs to local residents. These businesses may be outside the region (business attraction and relocation), local (business expansion or retention), or yet-to-be (business creation).

Colleges and universities can provide many types of support to CDCs for work development and job creation projects, including:

- Identifying barriers to business viability, expansion, and creation, and developing strategies to overcome these barriers.

- Conducting industry, product, and service market studies; regional labor market analyses; and other studies to support employment linkages beyond the neighborhood and local business planning and operations.

- Training in business planning, finance, marketing, operations, technology, and other business skills.

- Technical assistance for small businesses through Small Business Development Centers, neighborhood technical assistance centers, and other means.

- Developing credit for businesses through redirection of local bank lending policies, creation of small business and microenterprise lending programs, and community credit unions.

- Provision of land, facilities, and related support through small business incubators, industrial parks, and other commercial real estate projects.

- Bolstering local control and local retention of profits through assistance in developing or changing business ownership to local, cooperative, or community ownership forms.

- Developing business associations, networks, and other collaboratives that provide linkages to the regional labor market and make it easier for businesses to help one another and to solve larger problems in a collective fashion.

- Creating demand for local business products, including directly through university procurement from local businesses.

Examples of University Support for Developing Work

There are fewer examples of COPC/JCD partnerships for job creation compared with other types of partnership activities discussed in this handbook. Below are some, however, that reveal the range of activities that universities might become involved in:

- The University of South Florida cohosted a small **business conference to assist African-American entrepreneurs to start small businesses** (more than 200 people attended) and a "Creating Wealth and Business Ownership" workshop for local residents on how to purchase or start a business, how to organize investment clubs, how to become a business consultant, and creative and alternative ways to finance a business for local residents.

- Clark University, together with Seedco and the Worcester Community Foundation, assisted Main South CDC to establish a $300,000 **small business loan fund that offers financing for local businesses.** Clark invested $90,000 in equity in the fund, which was added to $150,000 from the foundation and $60,000 from Seedco.

- University of California at Berkeley **MBA students are providing short-term consultation for CDCs on various economic development projects,** including the creation of credit unions and microloan funds.

- Ohio State University is **helping plan a business greenhouse or incubator,** providing technical assistance to Weinland Park Community Collaborative, a local CDC, along with office space, phone, and internet access.

Use of University Investment, Employment, and Purchasing

Although all of these ways of supporting local community economic development efforts are important, the use of higher education's direct economic clout deserves to be highlighted when discussing higher education-CDC partnerships to support local business and create targeted employment. As COPC/JCD staff at Yale University prescribe: "Think about the impact of the university as an institution on economic development, and try to focus this influence—as an employer, landlord, and a purchaser as well as an investor."

Institutions of higher education are often large economic entities with multimillion dollar budgets, providing hundreds or thousands of jobs of varying skill requirements, managing substantial land and real estate holdings and other investments, purchasing goods and services from hundreds of suppliers, and serving hundreds or thousands of students who, with their families, provide millions of dollars of revenues to the college or university and to the businesses in the surrounding community. Harmon Zuckerman found that institutions of higher education and medicine now represent the major employers and leading economic engines in many U.S. cities and rural areas.[47] Focusing the economic power of these activities and resources on the local neighborhood and working with CDCs may be the most important role a college or university can play in community economic development.

An example of this use of the direct economic power of higher education institutions is Yale University's

expansion of purchasing from local vendors and deploying future purchasing power to encourage local entrepreneurship. From 1993 to 1996, university purchasing from suppliers located in New Haven of routinely purchased items rose from $7.8 million to $10.6 million in actual dollars per year, a 34-percent increase. This effort has not yet been targeted to specific neighborhoods in New Haven.

Other examples include:

• The University of Maryland medical system, adjacent to a predominately low-income African-American community in Baltimore, has created a targeted purchasing program, which in the past 7 years has increased its construction dollars spent with minority-owned firms from $2 million to $18 million and in the past 4 years increased its other purchasing from such firms from $1.5 million to $3.2 million.

• The University of Pennsylvania, working with the West Philadelphia Partnership and the partnership CDC, has a Buy West Philadelphia program that requires some of its **white-owned contractors to form partnerships with small minority-owned firms,** preferably located in or willing to move to West Philadelphia. The university helps vendors create a viable business plan, guides minority entrepreneurs in establishing credit and securing workable

Although using the university's own economic power as a force for community economic development is promising, in some circumstances implementing this strategy can prove challenging. The experience of the Neighborhood Initiative at UIC is one example. UIC is working with Eighteenth Street Development Corporation (ESDC) and Renacer Westside Community Network to promote hiring of community residents by the university. Both community organizations are conducting employee pre-screening, assessment, and job readiness and referral of candidates to apply for specific listed jobs available within the university and to take the civil service test for these positions. The university is also working with ESDC to use the university's procurement process to enable local businesses the opportunity to sell products and services to the university.

UIC found, however, that its plans to increase university hiring from the community met with delays and less than expected results. When the Renacer Westside Community Network referred 20 people to the university for jobs, only 2 were hired. As a State university, the civil service exam has been a major barrier to recruiting neighborhood applicants. Renacer has proposed to offer training to residents to help them improve test-taking skills to prepare for the exam. Also, a university hiring freeze, instituted until workers affected by layoffs from the UIC-affiliated hospital were placed in other university jobs, prevented the UIC human resources department from actively pursuing additional neighborhood referrals.

UIC's experience using its purchasing power in the Pilsen neighborhood was that a major barrier to recruiting local business was that very few of the neighborhood businesses offer services that the university buys. Another barrier is the huge amount of paperwork that has to be done to get vendors State of Illinois certification.[49]

payment plans, and provides other technical assistance to help work out the details of these partnerships.[48] Acquisition Services has been designated as the organization that will attempt to identify viable minority, women-owned businesses and businesses located in West Philadelphia to meet university procurement needs. Acquisition Services is also responsible for establishing annual dollar goals and coordinating community business development activity between the various university procurement organizations.

The Partnership CDC has created a for-profit business that provides cleaning, graffiti-removal, and related services. Its main business customers are the university and several of its affiliated entities.

Focusing university economic impacts to build local economies is not always easy. Larry Bell raises a common concern about his partnership with the university: "The university is so large, we would like to see more of a focus on economic development by them, getting them to help attract business to the area and use their clout. But they are so large and decentralized, it is hard to mobilize them to use their purchasing power to help attract business" or to take the many other steps needed to turn a local economy around.

Although achieving significant results from university hiring and purchasing programs is challenging, Trinity College, operating through a collaborative with healthcare

Advent House Ministries Training Businesses: A Collaboration to Train and Find Employment for the Homeless and Other Hard-to-Employ Individuals

and other institutions, has had some success in **hiring neighborhood residents,** and Yale University's positive record in redirecting its purchasing to local suppliers provides evidence of the ultimate promise of this strategy.

Integrating Work and Worker Development

Of particular importance in higher education-community economic development partnerships are those joint activities that serve to integrate worker development and job creation efforts. These activities can take a variety of forms including:

- As one example, Stark Technical College and Kent State University helped the Association for Better Community Development, Inc., a CDC in Canton, Ohio, identify business opportunities and set up an automotive mechanics' business and training program for low-income individuals.[50]

- Michigan State University and Lansing Community College provided important assistance with proposal writing, market analysis, and writing of business plans for Advent House Ministries in its development and expansion of its bakery and appliance repair training businesses for unemployed homeless individuals in Lansing (see profile on this page).

Advent House Ministries (AHM) is a charitable nonprofit organization begun in the early 1980s that is affiliated with the Westminister Presbyterian Church in Lansing, Michigan. AHM provides support services for the homeless and other low-income families in a very poor neighborhood in Lansing, including a weekend day shelter; transitional housing for homeless families; summer recreation camp, and sports teams for young people; a Golden Group for seniors; and a mothers' support group.[51]

Since the late 1980s, AHM has moved into a more direct training and economic development role in its neighborhood, creating two businesses to train neighborhood people and place them in good jobs. Its first training business is a bakery that hires unemployed women who are homeless, displaced homemakers, or other hard-to-employ people, and prepares baked goods for retail and institutional buyers. Its second training business is an appliance repair company that is aimed at hard-to-employ men, such as individuals in recovery from drug or alcohol addictions. This business receives hundreds of contributed stoves, washing machines, dryers, and refrigerators to repair and sell at retail and to churches and other groups buying appliances for low-income families.

Intensive and comprehensive training and support for its employees is a major part of the operation of training businesses. The bakery and appliance repair companies provide authentic business settings and operations and on-the-job training, so workers learn job-readiness skills, work discipline, problem solving, and the tools and knowledge needed for a specific line of work. AHM works with appropriate social service agencies to ensure that its workers receive the support they need.(continued next page)

- The University of Wisconsin at Milwaukee, through its Center for Economic Development, developed, supervised, and provided in-kind support to conduct a skills survey of neighborhood women. It then identified business opportunities using these skills in support of the Lisbon Avenue Neighborhood Development organization's housing construction and lead abatement contractor training businesses.

- Milwaukee Area Technical College assisted Esperanza Unida in developing its childcare training program. Esperanza Unida operates a childcare center as one of several training businesses it has developed on the south side of Milwaukee. Esperanza Unida translated childcare training materials and licensing requirements into Spanish to assist neighborhood residents to participate. Several women have completed the childcare training and have established home-based childcare businesses in the neighborhood.

Projects That Link Training Programs With Jobs. These are examples of projects that contain both training and employment elements although not necessarily in the same business:

- The University of Wisconsin at Milwaukee's Center for Economic Development is working with several CDCs in the Northeast Milwaukee Industrial Corridor Project to devise and launch a reindustrialization strategy for several low-income, predominately

with colleges and university faculty, students, and staff to get assistance with both the business and educational aspects of their companies, and with other organizations to develop markets, raise funds, and find placements for their trainees.

minority neighborhoods. The project offers training programs for local residents and a "teaching factory" to provide corridor firms with state-of-the-art information on production, marketing, and employee development. The center provides research, strategic planning, coalition building, fund raising, and grant preparation assistance to the project to help its partners conceive and implement strategies to improve economic conditions in their neighborhoods.[52]

Individuals from Michigan State University (MSU) and Lansing Community College (LCC) played an important role in the movement of AHM into the economic development field. First, they provided specific assistance with fund raising proposals, business plans, market analyses, and training methods needed for the development of these training businesses. Second, they provided AHM with new and useful contacts in government and the private sector. And finally, through their active participation on AHM advisory committees and other contacts with AHM staff and board, they helped AHM develop a more strategic planning approach to its work and more comfort in how it addressed the business aspects of its organization and its programs. Along with Seedco and AHM's other partners, MSU and LCC helped AHM transform itself from a largely social service agency into a more diversified service and community development organization.

- DePaul University provides support to STRIVE, a community-based employment training agency, and has agreed to hire graduates of the STRIVE program where there is an appropriate fit with the university's needs.

Self-Employment and Entrepreneurial Training Programs help individuals gain the skills needed to plan and operate a small business and then provide the credit and continuing support needed for them to successfully start and run their own self-employment or microenterprise business:

- DePaul University's college of commerce provides an entrepreneurship training course and individual assistance for potential entrepreneurs in the West Humbolt Park neighborhood of Chicago. Sheila Perkins reported that "this has been a wonderful entrepreneurial program [that] trained 10 residents and helped them with their business ideas, making it clear how they needed to respond to the needs of the community."

- Clark University is creating an entrepreneurial development center, which will include programs for education and training, counseling, referral services and mentorship for local residents and businesses, and incubator space for one to three businesses.

Employment collaboratives bring together CDCs, employment training organizations, for-profit businesses, and other groups to identify, train, and place local residents in good jobs:[53]

- The University of Texas at Austin and Texas A&M are working in partnership with community organizations to replicate Project QUEST (Quality Employment Through Skills Training), a nationally recognized employment collaborative begun in San Antonio by the community organization, COPS (Communities Organized for Public Service)/METRO. QUEST brings together a coalition of local neighborhood groups with city agencies, training organizations, and major local employers to prepare residents for longer term employment opportunities in conjunction with employers seeking individuals with that training.

Empowerment Zones/Enterprise Communities Program Initiatives strive to integrate physical, social, and economic development in designated low-income areas, providing both job creation and the development of worker skills and knowledge as part of a comprehensive approach to development:

- The University of Delaware's Center for Community Development has provided a variety of educational programs and research services to organizations

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in the Wilmington Enterprise Community. This help included strategic planning, a feasibility study for a small business incubator, and the upgrade and development of management and financial management systems, program development—ranging from vendor recruitment and training to the development of a Spanish language computer training program—and community-based savings groups.

Clearly, there is a variety of ways that CDCs and higher education institutions can integrate community residents' employment training with newly created or existing job opportunities to improve their potential for employment and increased income.

Lessons From University-CDC Partnerships for Community Economic Development

Mutual Capacity Building
Higher education partnerships with CDCs in the economic development arena offer some challenges that differ from those found in

In 1992. in response to growing job loss and unemployment among low-income residents of San Antonio—highlighted by a 1990 Levi-Strauss factory closing where thousands of jobs were lost—two community-based organizations. Communities Organized for Public Service (COPS) and Metro Alliance and the Industrial Areas Foundation. developed a new labor-market broker. Project QUEST (Quality Employment through Skills Training). QUEST's mission was to prepare low-income San Antonians for good jobs in selected industries in the city's rapidly changing economy.

COPS and Metro successfully brought together business and community leaders—employers of high-skill workers. representatives from city government. the region's private industry council. education and training institutions. State and local social service agencies. the Texas Employment Commission. and then-Governor Ann Richards—to secure political and financial support for QUEST and a broad commitment to its goals. They ultimately received funding from sources such as the Job Training Partnership Act. the CDBG program. the Texas Employment Commission. and the city.

QUEST's training program is long-term and comprehensive (2 years with full stipends and supportive services like childcare. transportation. medical care, and tutoring) and is intended to address continually and aggressively the specific labor needs of industry. As of late 1994. QUEST was active in 3 sectors. targeting 26 occupations in the areas of healthcare. financial services. and environmental technologies: 500 people had attended or were then attending the 2-year program: and 110 graduates had been placed in full-time jobs with an average wage of $7.30 an hour.

QUEST closely collaborates with large numbers of employers. community colleges. and community organizations. It convenes committees of employers and educators to identify shortages in jobs paying more than $7 per hour. determine the likelihood of such jobs being available within 2 years time. and develop appropriate training. Community groups recruit and screen for motivation and desire to succeed and ability to persevere through what can be a 2-year program.

QUEST is an effective community development model linking educators. employers. and community groups in the preparation of low-income workers for jobs that pay a livable wage or more. Its replication in other areas by similar collaboratives provides an important area for new and productive higher education-CDC partnerships.

human and social services, education, and even in housing and commercial development. Community economic development is a relatively new area of work for many CDCs, bringing to them the need for a regional labor market perspective, different tools of analysis and planning, and, in many cases, even entirely different ways of thinking. Many parts of universities, too, may not have much experience in areas such as employment training or business development that are important elements in community economic development.

Universities and colleges with professional programs in business, law, engineering, and related areas can play a particularly important role in helping CDCs and other community-based organizations move into or become better at community economic development. They can provide specific forms of assistance such as business planning or marketing analysis and they can link CDCs to private-sector employers and regional organizations that can offer access to regional labor markets. In return, CDCs can help university faculty, students, and staff understand the political, social, and practical realities

surrounding projects to develop workers, create jobs, and help those with technical skills put a human and community face on the kind of work that they do or plan to do.

Community economic development partnerships provide an especially powerful learning opportunity as both universities and CDCs try to build their capacity to operate effectively in both the business-economics and the social-political arenas, and in the global and local realms, along with the usual struggle to move between the gown and town environments.

Strategic Focusing of Higher Education's Economic Impacts

Most colleges and universities are aware of the ways they impact their local communities—from the jobs they provide to residents, the supplies they buy locally, the construction they carry out with nearby firms, the students and families they attract to the area, the public services they use, and the local taxes they do not pay. What is new for some of them, however, is trying to use this economic power strategically and effectively to contribute to the development of their local neighborhoods.

Commitment and organization, however, need to be combined with CDC partnerships to guide university investment, purchasing, and hiring activities to their best use. Purchasing, for example, needs to be targeted not only to the region or city but to those suppliers that hire individuals from specific neighborhoods or who agree to join the university in its commitment to local neighborhood development. These are hiring decisions and agreements that CDCs can help develop and implement. Similarly, the commitment to add field studies to the curriculum needs to include incentives to focus those studies in areas and on topics agreed to by university-CDC partnerships.

More and more, colleges and universities need to focus their attention on how their actions and decisions can better the local economy. At the same time, they must recognize that long-term, sustainable community economic development can only occur in the broader context of the regional, national, and global economy to which appropriate connections need to be made. Institutions of higher education have the people, information, access, and influence to play a key role in developing the local economy. By joining forces with CDCs that have knowledge of and legitimacy in the community, both partners are better able to realize this goal. The experiences and examples cited above provide evidence that this process is now underway.

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Conclusions

This review of partnerships between higher education institutions and CDCs demonstrates that there are strong mutual interests and potential for collaboration between these two kinds of organizations. The examples from these alliances give ample evidence of how these partnerships have contributed to the revitalization of their communities by working together and sharing their resources to build the capacity of neighborhood leaders, to provide affordable housing and commercial facilities and to improve the employment opportunities for community residents. They have also shown how these partnerships have enabled higher education institutions to enrich their students' and faculty's academic experience.

Blending the informational, political, and economic assets and connections of higher education institutions with the local knowledge, support, organizing, and development skills of CDCs can be, and has been, a catalyst for improving the quality of life in neighborhoods throughout the country for the residents and the institutions.

Each of these partnerships is unique, forged by a special combination of vision, leadership, and commitment from the community and from the university. Although the number of COPC and JCD programs in institutions of higher education that are actively engaged in partnerships with CDCs is limited, their experiences illustrate wide variety in the forms and philosophy of partnerships, areas of collaboration, methods of support, and specific projects undertaken. The impact of these relationships is not uniform, either. The evolving experience of these partnerships demonstrates how difficult this work is and how elusive success sometimes can be.

Many more connections between institutions of higher education and CDCs are needed. The lessons from these recent experiments provide useful guides for others developing new or expanded ventures between colleges and universities and CDCs. Many other CDCs and institutions of higher education be encouraged by these examples to reach out to each other and establish new relationships to restore their neighborhoods.

Endnotes

1 On the announcement of COPC awards, *Detroit News and Free Press*, September 7, 1997.

2 For other programs supporting university efforts in community development, see *An Introduction to HUD for Institutions of Higher Education* (Washington, DC: HUD Office of University Partnerships, December 1996).

3 The diversity of partnership roles is documented in *University-Community Partnerships: Current Practices*, Volumes I and II, (Washington, DC: HUD Office of University Partnerships, December 1995, October 1996).

4 This section draws on Avis Vidal articles, "CDCs as Agents of Neighborhood Change: The State of the Art," chapter 10 in W. Dennis Keating, Norman Krumholz, and Philip Star, eds., *Revitalizing Urban Neighborhoods* (Lawrence, KS: University of Kansas, 1996), pp. 149–163. See also publications of the National Congress for Community Economic Development in Washington, DC: *Against All Odds* (1988), *Changing the Odds* (1991), and *Tying It All Together* (1995).

5 Vidal, pp. 150–152.

6 Ibid, p. 150.

7 Ibid, pp. 150–151.

8 *Perspectives on Partnerships*, New York: Ford Foundation, 1996.

9 Vidal, pp. 157–158.

These national community development intermediary organizations are:

• Neighborhood Reinvestment Corporation (NRC), a public nonprofit corporation established by Congress in 1978 to revitalize older urban neighborhoods by mobilizing public, private, and community resources at the neighborhood level. NRC works principally with more than 180 Neighborhood Housing Service organizations around the country, providing them with financial support, technical assistance, and training. In recent years NRC training has included more and more CDCs other than NHS organizations and has expanded its NeighborWorks program by affiliating CDCs and other nonprofit housing developers.

• Local Initiatives Support Corporation (LISC), a private nonprofit corporation founded by the Ford Foundation in 1979, seeks to build the financial and technical capacity of CDCs. As of 1996, LISC had helped more than 1,400 CDCs in more than 100 cities and rural areas of the country to build or rehabilitate 73,000 affordable housing units and develop more than 10 million square feet of commercial and industrial space. LISC has raised more than $2.4 billion to support CDCs and finance their projects.

• Enterprise Foundation, a private nonprofit corporation founded in 1981 by James Rouse of the Rouse Corporation to develop affordable housing in low-income neighborhoods and to move people out of poverty. As of 1994, the Enterprise Foundation was working in 150 locations and with more than 500 neighborhood groups, and had helped develop more than 36,000 housing units and found employment for more than 21,000 individuals.

10 In Chicago, Ismael Guerrero, Director of the Resurrection Project, and University Dean Wim Wiewel, drawing lessons from their experience with collaboration through the COPC/JCD supported University of Illinois at Chicago (UIC) Neighborhood Initiative, identify success measures along these lines. They translate the four objectives of the Neighborhood Initiative—creation of the partnership; development of organizational capacity in the community; institutional changes at UIC that facilitate community-oriented projects; and neighborhood improvements in health, education, economic development, and housing—into three characteristics of success: that clear benefits are accruing to each organization, that mutual respect and understanding of each other's self-interests pervade the contacts between partners, and that projects with tangible results are being implemented. See Ismael Guerrero and Wim Wiewel, "Long-term Collaboration: Building Relationships and Achieving Results in the University of Illinois-Chicago Neighborhoods Initiative," *Metropolitan Universities* (forthcoming).

11 Nyden, Philip, Anne Figert, Mark Shibley, Darryl Burrows, *Building Community: Social Science in Action*, (Thousand Oaks, CA: Pine Forge Press, 1997), p. 241.

12 Ibid, p. 241.

13 For example, Virginia Volker and Linda Mitchell of the University of Alabama at Birmingham offered this list of ingredients for success of partnerships:

• All stakeholders be involved.

• Trust among stakeholders is absolutely essential.

- All stakeholders must be open-minded and committed to the process.

- Clear communication must be maintained.

- Appropriate top-level authorities of each institution have to be committed, not just the junior management.

- Patience is important; build slowly.

- Be sure your CDC partner has house in order.

- Be sure CDC has significant community support; not just a spokesman for four or five people.

- Plan for a future in a way to transfer leadership; players come and go.

[14] In a study of community foundations and community development corporation partnerships prepared for the Ford Foundation, *Expanding Local Capacity: Report on Five Community Development Partnerships* (New Brunswick, NJ: Center for Urban Policy Research), January 1995, Nancy Nye and Norman Glickman identified as the actions of most effective community development partnerships: (1) articulate a comprehensive community vision—open to a broad array of development activities...community building is more than putting up houses—it must also involve community organizing, economic development, and other activities; (2) accept a long-term perspective, recognize the need for multiyear support, and use an organizational and institution-building model to guide their collaboration; (3) respect the authority of neighborhood residents to determine their own vision and set their own agenda for their community's development; (4) have strong leadership that can articulate the mission and goals of the partnership to its stakeholders; (5) believe that the best leadership has come from people with first-hand experience and personal commitment to neighborhood development and to empowering community leadership; (6) strategize in their use of resources, supporting community groups in defining strategic responses to neighborhood problems; and (7) demonstrate flexibility and adaptability to changing conditions and opportunities, while balancing the expectations of their many stakeholders.

Evariste Karangwa, a program officer with InterAction, a trade association of private voluntary organizations working in Africa, developed this list of principles of successful partnership based on experience linking private voluntary organizations and nongovernmental organizations in Africa:

(1) mutual respect and trust between the partners; (2) the bringing of common or shared vision with both parties committed to the goals; (3) the conviction that each partner has something to bring to the partnership; (4) recognition of the power of money but also valuing other resources brought to the partnership; (5) sensitivity to local situations, political, cultural, and social differences; and (6) commitment to mutual learning.

[15] A variety of partnership types and the extent to which they embody the empowerment model is illustrated in a paper by Hugh Sockett of the Institute for Educational Transformation, George Mason University COPC ("*Levels of Partnerships.*" Paper presented at Community Outreach Partnership Centers Conference, Tempe, Arizona, April 1997). Sockett discusses four levels of partnerships where level refers to the range and depth of the agreements and relationships encompassed by the partnership. These levels are (1) service relationships in which an individual or unit of the university volunteers (or sells) a specific service to the community organization; (2) exchange relationships, in which the parties exchange resources for their mutual benefit; (3) cooperative relationships, in which the parties plan together and share responsibilities; and (4) systemic and transformative relationships, in which the parties share responsibility for planning, decision-making, funding, operations, and evaluation of activities, and in which each institution is transformed through the relationship. These partnership levels not only provide a schema for thinking about what type of partnership makes the most sense, given where the parties are now with respect to the task at hand and to one another, yet it also provides another measure of partnership success, with Sockett's higher levels representing more successful partnerships, consistent with the empowerment model.

[16] Reardon, Kenneth M., "Creating a Community/University Partnership That Works," in *Metropolitan Universities*, Spring 1995, 47–59.

[17] Reardon, pp. 53–56, describes barriers or challenges faced by community/university partnerships as:

- Institutional: traditional lack of enthusiasm for community service; little recognition for public service in promotion and tenure guidelines; increasing difficulty in funding community projects; fear of backlash from community work; university and community calendar differences.

- Environmental: logistical difficulties in working off campus (travel, time, printing, copying, etc.); lack of maps and other information about neighborhood demographics; faculty and student fears, rational or otherwise, about conditions in neighborhoods (violence, drugs, etc.).

- Political: fear of potential conflicts with local governments; difficulties working with changes in political parties in control; in some cases worry about impacts on State funding.

- Racial: unexamined attitudes and fears of faculty and students working in racially different neighborhoods; differences in weight placed on university compared with community reports; difficulties in communication; fear of being critical and honest.

- Class: differences in economic status of faculty and students and community residents; differences in ability to access additional resources and to get things done, and how that affects patience and pace of work of projects; community fears of local elites.

18 Reardon, p. 49.

19 E-mail from Suzanne Jackson, University of Toronto, March 1997.

20 Guerrero and Wiewel, pp. 13–14 of manuscript.

21 Guerrero and Wiewel, pp. 12–13 of manuscript.

22 Lieberman, Jerry, "Building Capacity in Community Based Organizations Through University Community Outreach," presentation at HUD Community Outreach Partnership Centers Conference, Tempe, Arizona, April 1997.

23 From a presentation at HUD Community Outreach Partnership Centers Conference, Tempe, Arizona, April 1997.

24 Checkoway posits four alternative approaches for the university administration to foster service as scholarship: (1) centralize at senior (president, vice president) administrative level; (2) decentralize at academic unit level; (3) incorporate within interdisciplinary units (joint centers, institutional program offices, etc.); and (4) expand or develop pre-existing or ongoing faculty activities and projects. See Barry Checkoway, "Reinventing the Research University for Public Service," *Journal of Planning Literature*, February 1997 Vol. II, No. 3, p. 312.

25 Keating, Larry "Administrative and Institutional Approaches to Organizing University Community Service," paper presented at HUD Community Outreach Partnership Centers Conference, Tempe, Arizona, April 1997.

26 For the history of Hartford Areas Rally Together, see *People's History: The Story of Hartford Areas Rally Together* (Hartford, CT: HART).

27 See Gladchild, Patricia, *Bridging Two Worlds: NPCR Program Evaluation Final Report*, (Minneapolis: University of Minnesota, Center for Urban and Regional Affairs, August 1996).

28 Guerro and Wiewel, pp. 11–14 of manuscript.

29 *Starting a CDC: A Handbook for Historically Black Colleges and Universities*, (New York: Seedco, 1995).

30 Kretzmann, John P. and John L. McKnight, *Building Communities from the Inside Out*, (Evanston, IL: Center for Urban Affairs and Policy Research: 1993), p. 5.

31 University of Pennsylvania Center for Community Partnership Web site.

32 Clark University Web site, www.clark.edu.

33 UCLA COPC Web site, www.copc.ucla.edu.

34 UCLA COPC Web site.

35 Lieber, Michael D. and Eve Pinsker, Directors, *Abstract of the Neighborhoods Initiative Evaluation Report*. Neighborhoods Initiative Evaluation Board, Great Cities Institute of the University of Illinois at Chicago, (Chicago, 1995–96), p. 9.

36 Lieber, Ibid, p. 10.

37 This recent Yale housing program builds on the university's past efforts to improve housing in the city. In the 1980s, Yale joined with Seedco and the Connecticut Housing Finance Authority to provide financing for the development of 31 new affordable condominiums and 24 rental units developed by 2 local CDCs.

38 UCLA COPC Web site on "COPC Research, Homes of Our Own: Reclaiming the Neighborhoods of Vernon Central."

39 Reardon, Kenneth M., "Community Building in East St. Louis," in *Planners' Casebook* (Chicago: American Institute of Certified Planners), Fall 1995.

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40 Cisneros, Henry G., "The University and the Urban Challenge" (Washington, DC: HUD Office of University Partnerships), January 1995.

41 Zuckerman, Harmon, "Eds & Meds and Employment in America's Major Cities," University of Pennsylvania Center for Community Partnerships, August 1997.

42 Lieber, p. 23.

43 For more detail on this see Richard Schramm and Nancy Nye, "Federal Jobs Policy and Support for Community Economic Development," Background Paper (McLean, VA: Neighborhood Funders Group), October 1995.

44 College and university support to CDCs doing CED involves the same instruments as discussed in earlier sections, but the applications are different, as shown in the following examples of different kinds of support:

- Financial: direct university investment in CDC economic development projects, the establishment of an equity or loan fund with a CDC to support neighborhood businesses, the use of university connections or influence to secure business financing.

- Information: a university center or clearinghouse or a Small Business Development Center to provide technical information, specific research findings, and other information to community business or regional businesses whose activities offer economic opportunities for this neighborhood.

- Technical assistance: faculty consultants and/or student interns conducting market studies, preparing feasibility studies, developing business plans, or researching legal documents for business.

- Training: job-readiness programs, classes in English as a Second Language or preparation for GED, specific job skills training, and entrepreneurship programs.

- Organizing and advocacy: forming business associations and creating collaboratives for employment training and job development.

- University investment, employment, and purchasing: employment agreements, university hiring from neighborhood, providing daycare for local workers, and increasing procurement from local businesses.

Colleges and universities can use these methods to build CDC capacity to do economic development, to support CDC projects that develop the capacity and qualifications of residents as workers, to assist CDC projects that create more and better job opportunities for residents, or to help CDC projects that integrate the development of work and of workers.

45 Seedco, Jobs and Economic Development: Capitalizing on Opportunities in the Health Care Sector, a Report for the Annie E. Casey Foundation (New York: Seedco), October 1995, Appendix B, p. 23.

46 Zuckerman, p. 1–5.

47 Zuckerman, Appendix B, p. 13.

48 Lieber, p. 12

49 See Working to Learn, Learning to Work: A Study of Training Businesses, by Nancy Nye, Melvyn Colon, Katherine Gross, Vickie Scott Grove, and Richard Schramm, (New York: Seedco), November 1995, and New Social Entrepreneurs: the Success, Challenge and Lessons of Non-Profit Enterprise Creation, edited by Jed Emerson and Fay Twersky, (San Francisco, CA), September 1996.

50 Nancy Nye et al, Working to Learn, Learning to Work.

51 In the same area, Seedco, in cooperation with the Ford Foundation's Neighborhood and Family Initiative, provided a $200,000 loan to the Northeast Milwaukee Industrial Development Corporation to redevelop a former American Motors plant as a new industrial site.

52 See Bennett Harrison with Marcus Weiss and Jon Gant, Building Bridges: Community Development Corporations and the World of Employment Training, a Report to The Ford Foundation, (New York: Ford Foundation, January 1995).

53 Excerpted from Peggy Clark and Steven Dawson, Jobs and the Urban Poor: Privately Initiated Sectoral Strategies (Washington, DC: The Aspen Institute, 1995). See also Harrison, Building Bridges, Stillman, Making the Connections, and Brett Campbell, Investing in People: The Story of Project Quest (San Antonio, TX: Communities Organized for Public Service and Metro Alliance, 1994).

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Appendix

Definitions and Procedures for CDC Incorporation

Why incorporate? A corporation is a separate entity distinct from its members and thus offers limited liability to its officers and members. Members of a nonprofit corporation generally are not personally liable for any obligation of the corporation. Members of unincorporated associations may find themselves with greater liability because there is no corporation to protect them.

What is a nonprofit? CDCs are nonprofit corporations because they do not attempt to create financial returns for the benefit of stockholders or owners. According to the Internal Revenue Service (IRS), a nonprofit corporation is one engaged in charitable, religious, educational, or scientific work where "no part of the net earnings of the corporation shall inure to the benefit of, or be distributable to its members, trustees, officers, or other private persons, except that the corporation shall be authorized and empowered to pay reasonable compensation for services rendered."

What is tax-exemption? A nonprofit corporation is not automatically exempt from paying Federal and State taxes. Tax exemption or recognition that the organization is not required to pay Federal or State income taxes, requires a separate application to the IRS and its approval. Tax exemption is an important part of CDC startup because it is needed for the CDC to raise funds. Many foundations will only contribute to groups that are tax-exempt. To raise money from such foundations, or from businesses and individuals who want to claim a tax deduction for their contribution, the CDC must apply to the IRS for tax exemption under Section 501(c)(3) of the Internal Revenue Code of 1954.

What is a CHDO? Many CDCs are organized to qualify as Community Housing Development Organizations (CHDOs), as defined in the Federal National Affordable Housing Act of 1990. CHDOs are CDCs that are also eligible for Federal funding under the HOME program, a major Federal grant program designed to increase the production of affordable rental and ownership housing in low-income communities. The Act earmarks 15 percent of HOME funds granted to each State and locality for use by eligible private, nonprofit CHDOs to develop, sponsor, or own qualifying affordable housing projects. HOME funds may also be used for administrative support or capacity building of CHDOs. The U.S. Department of Housing and Urban Development also contracts with nonprofit intermediary organizations to provide training and technical assistance to CHDOs. For example, Seedco is a technical assistance provider to CDCs that have obtained CHDO status.

Many CDCs are careful to assure that their organizational structure conforms with CHDO requirements so that they may qualify for the Federal housing funds. In designing a CDC's structure and bylaws, it is advantageous to assure that the organization meets the CHDO requirements. Briefly, a CHDO must include the following:

- A CHDO must serve a defined geographic area of one or more neighborhoods, or perhaps a whole city. In a rural region, the area can include one or more counties.

- A CHDO is a nonprofit, tax-exempt organization whose charter or articles stipulate that no part of its net earnings may inure to the benefit of a member, founder, contributor or individual, and whose purposes include the provision of decent, affordable housing for low- and moderate-income people.

- CHDOs must demonstrate the capacity to carry out activities with HOME funds, including conformity with government financial accountability standards, qualified staff and/or consultants, and a history of serving the community where HOME funds would be used—or for new organizations, the sponsoring organization has a history of serving the community.

- A CHDO's organizational documents must state that one-third of the board of directors consists of low-income residents, persons who live in low-income communities or elected representatives of low-income neighborhood organizations. The CHDO must also include in its bylaws a formal process for low-income beneficiaries to advise the organization on the design, site, development, and management of HOME-assisted affordable housing projects.

• A CHDO sponsored by a State or local government or by a for-profit entity cannot have more than one-third of its board appointed by the sponsor.

• Finally, a CHDO cannot be controlled or directed by individuals or entities seeking profit from the organization.

Incorporation Documents

Bylaws. The bylaws are the rules by which the organization will operate, and they define how the organization will be governed. Bylaws define membership eligibility, functions, and frequency of meetings; the composition of the board of directors, number and duties of officers, and the method of electing the board and officers; handling of the organization's funds; how to deal with the resignation of an officer or the need to call a meeting quickly; and how the bylaws can be changed.

Writing the Bylaws. Drafting the bylaws requires thinking about how the organization will be run. It is a good idea to involve the whole CDC committee in formulating the bylaws. An attorney can help provide an initial draft and should review the bylaws. The bylaws should antici-pate future needs of the organization and the require-ments of potential funding sources. Although bylaws can be changed, it is easier to have them comply with future requirements from the start. This is especially true if the CDC wants to qualify for funding from State and Federal government agencies. Hence, including the key provisions of a CHDO will be beneficial to the CDC. The bylaws should also comply with requirements to obtain Federal nonprofit Section 501(c)(3) status for the organization. To qualify as a nonprofit organization, the bylaws must state that the corporation is organized exclusively for educational and charitable purposes. When they are final-ized, the bylaws must be voted on by the incorporators.

Articles of Incorporation. These define the broad pur-poses of the organization and what activities it may engage in. It is essential that the CDC define in the arti-cles that it is "organized exclusively for charitable, reli-gious, educational, and scientific purposes, including, for such purposes, the making of distributions to organiza-tions that qualify as exempt organizations under Section 501(c)(3) of the Internal Revenue Code or the correspon-ding section of any future Federal tax code."[1] The articles also must state that none of the organization's earnings or assets can be distributed to officers, directors, or other individuals and that if it dissolves, the organiza-tion's assets will be transferred to another charitable organization.

Filing the Articles of Incorporation. A form for the articles of incorporation is available from the secretary of State's office. The articles state the purposes of the CDC and should be broad enough to include any antici-pated activities, even if the CDC does not have immedi-ate plans to engage in those activities. One or more persons wishing to incorporate the CDC must complete the form. Again, it is helpful to consult an attorney to assist in the preparation of the legal documents.

Before filing the form, the incorporators must hold a meeting. At the meeting certain votes must be taken to adopt the bylaws, elect or appoint the board of directors, elect officers of the board, and approve the submission of the articles of incorporation to the secretary of state with the filing fee. Officers usually include at least a president, treasurer, and secretary. The board and offi-cers elected at this incorporation meeting will serve as interim board and officers until the first annual meeting of the corporation. The articles also require the inclusion of a business address for the corporation.

Other Start-up Duties

After filing the incorporation papers and receiving the endorsed copy of the articles from the secretary of state, the CDC should request an employer identification num-ber from the IRS. Whether or not the CDC has employees immediately, it will need to have a Federal identification number to file for tax exemption.

Careful minutes should be taken at the incorporation meeting and at future meetings of the directors and mem-bers. copies of the minutes along with copies of the arti-cles of incorporation, the bylaws and other important documents should be kept in a corporate minute book on the premises of the CDC. Other documents in the minute book should include a list of directors, banking resolu-tions (authorizing officers to deposit and withdraw funds, sign checks, etc.), the employer identification number, and the IRS ruling on the corporation's request for tax exemption.

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After receiving the approved copy of the articles of incorporation from the secretary of state, the corporation will need to file annual reports with the secretary of state and the state attorney general.

Filing for Tax Exemption

The procedure and requirements for filing an application for tax exemption are detailed in IRS Publication 557. Again, legal counsel familiar with nonprofit, tax-exempt organizations can assist in the proper drafting and filing of the application, using Form 1023. IRS asks for detailed information from the CDC including the articles; bylaws; description of activities; financial data, including the sources of receipts and nature of expenditures; and a description of fund raising activities. It wants to ensure that the CDC will serve valuable public purposes and that it is organized and operated as an eligible charitable organization.

After reviewing the CDC's application, if the application and supporting documents establish that the CDC meets the requirements for exemption, the IRS will issue a ruling and determination letter to the CDC. This letter should be kept in the corporate minute book. Copies of it may be requested by funders to be attached to CDC fund raising proposals. The IRS notes "a ruling or determination letter recognizing exemption is effective as of the date of formation of an organization if, during the period before the date of the ruling or determination letter, its purposes and activities were those required by law."[2]

The IRS will notify the State if it grants tax-exempt status to the CDC, and usually the CDC does not have to file a separate application to the State. Once exempt, the CDC should get a sales tax-exemption number in those States that have sales taxes to avoid paying sales taxes for CDC purchases. Tax-exempt CDCs are also eligible for nonprofit bulk rate mailing permits from the U.S. Postal Service. Once approved for tax exemption, the CDC will need to file IRS Form 990 annually instead of a tax return.

Getting Help From Professionals

As must be clear from the steps outlined above, it will be helpful to have professional assistance in finalizing the CDC's legal documents and making proper applications and filings for the new organization. This is another area in which the institution of higher education may be able

to offer assistance to the CDC. Corporate counsel to the college or university may be able to assist with legal advice, and the financial officer or treasurer may be helpful in setting up accounts and the financial management systems.

Many CDCs look for a local attorney to advise in the formation and include as a member of their board of directors. Some seek out pro bono (or reduced fee) services from local legal counsel. In any event, it is most useful to find a lawyer who has experience working with nonprofit corporations to assist with the incorporation process. The bar association and other nonprofit organizations in the community can make referrals to attorneys with nonprofit experience.

Certified public accountants (CPAs) are other professionals whose help is very valuable. A CPA can provide advice on setting up the CDC's financial statements, reviewing the filing papers, and establishing the proper accounting methods and systems from the beginning of the organization. This advice early on can help avoid problems later. Since most CDCs receive some of their funding or project financing from government sources, it is especially important to have a professional advisor who understands the unique reporting requirements of these funding sources and can advise on the best ways to design the financial accounting system for the new organization. Some CDCs have found accounting professionals familiar with the requirements of nonprofit corporations that receive Federal funding as part of Accountants for the Public Interest or similar professional associations.

CDC Board Responsibilities

Individual CDC board members have certain basic legal responsibilities to the nonprofit organization and to third parties for the conduct of the organization and for their own conduct as directors. Board members should acquaint themselves with these responsibilities that include:

- **Duty of Care.** Board members are expected to act in good faith and use reasonable care and diligence in participating in the affairs of the organization. A board member should act as a prudent person in a similar position would in the same circumstances.

- **Duty of Loyalty**. Board members must act in the best interests of the organization and must not engage in self-serving actions. Conflicts of interest between their personal interests and professional obligations to the organization must be avoided. Any conflict that might occur must be identified and disclosed, and an appropriate response taken (such as withdrawing from voting on an issue for which a member may have a conflict).

- **Duty of Obedience**. Board members, officers, and the organization's staff are expected to act in accordance with all applicable laws as well as follow the organization's articles and bylaws. Board members need to stay abreast of laws (another reason why having an attorney to advise the organization is important).

- **Duty of Diligence**. Actions taken by the board should reflect that board members have carefully reviewed all relevant information and made an informed decision. Board members should attend meetings and be prepared to address the issues

relevant to the organization. Minutes of the board's deliberations and actions taken should be kept and reviewed for accuracy by board members.

Since a nonprofit corporation is entrusted with funds contributed by others, the board of directors has a special fiduciary role to prudently manage the finances and financial obligations of the organization. Assets of the CDC corporation do not belong to any individual but are intended for the charitable purposes of the corporation, which must be safeguarded by the board of directors. Although the board may delegate the day-to-day management of the CDC's finances to an employee or treasurer, the board must still ensure that the finances are properly handled. To avoid personal liability, board members should ensure that the CDC properly files tax returns, pays any employee withholding taxes promptly, and deals fairly and responsibly with all outside organizations and individuals.

[1] Internal Revenue Service, Publication 557, (Rev. Jan. 95) p.17.

[2] IRS Publication 557, Ibid, p. 5.

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