

**UNIVERSITY, DOWNTOWN, AND THE MID-SIZE CITY:**

AN EXAMINATION OF THE ROLES OF UNIVERSITY IN DOWNTOWN REVITALIZATION  
WITHIN THE CONTEXT OF COMMUNITY-UNIVERSITY PARTNERSHIPS

by

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I hereby declare that I am the sole author of this thesis. This is a true copy of the thesis, including any required final revisions, as accepted by my examiners.

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Jeffrey Lederer

## Abstract

Planning practitioners and academics continually search for ways to help revive ailing downtowns and to better understand the factors that influence the success or failures of downtown revitalization. Most of the literature dealing with such revitalization attempts focuses on either larger urban areas or small rural municipalities -- much of it is based on anecdotal evidence drawn from a very limited number of observations (Filion, et al. 2004; Gratz and Mintz, 1998; Leinberger, 2005; Robertson, 1995, 1999). For the most part, downtown revitalization strategies have focused on either physical or functional improvements.

For the mid-size city (population between 50,000 to 500,000), the need for new remedies grounded in an understanding of their present day downtown challenges, is becoming increasingly evident. Recent studies have observed that those mid-size cities ranked as having successful or very successful downtowns all shared distinctive attributes such as high levels of pedestrian activity; a strong tourist or visitor appeal; a well-preserved historical district; attractive natural features such as waterfronts; and the presence of a university in the downtown (Bunting et al. 1999; Filion et al., 2004; Lederer and Seasons, 2005).

This dissertation focuses on one such factor – the presence of a university. It examines the university role(s) in downtown revitalization and collaborative partnerships between community and university. Collaborative planning theory was used to help conceptualize this research by providing further insights into the dynamics, nature, and roles of these “town-gown” partnerships. Community-university partnerships continue to grow and appear to be helping meet the challenges and complexity of downtown planning issues. However, little empirical research is available on the role of universities in downtown revitalization initiatives, especially in mid-size cities. Using a conceptual framework that included a literature review, field trips, a web-based questionnaire survey, and telephone interviews, information was collected about mid-size city downtowns, roles of universities, university and downtown revitalization, and community-university partnerships.

Given the review of the available literature and the information provided by surveyed respondents, universities appear to be playing an important role in downtown revitalization primarily through economic development and human capital investment. The ability for partners to engage more freely in a mid-size city is apparent because they are more readily known and available to each other unlike their counterparts in larger urban centres. Strong leadership, relationship building, accessibility, and open lines of communication limit issues of mistrust and alienation amongst partners.

Collaborative planning theory (Healey, 1997, 2003) helped illustrate the importance of mutual learning and relationship building to members who have or are involved with a community-university partnership. Although the roles of partners varied, the weight placed on such roles must be considered as of equal value. The planning process in building vision, capacity building, and negotiating outcomes can be led by community and facilitated by university partners – two very different roles yet weighted equally. The research also suggests that the use of collaborative planning for downtowns is appropriate in settings where collective action is necessary to help provide resources toward revitalizing ailing downtowns. Planners, therefore, must handle a number of roles: listening, educating, facilitating, mediating, advocating, communicating, and organizing.

For the university, service learning also plays an important role in educating and developing community -- especially in downtown revitalization. It challenges universities to broaden their missions towards becoming “engaged” campuses supporting not only what is important to them within their own domain but outside as well (i.e. their host community). However, the degree of collaborative effort with universities (i.e. faculty, staff, and students) is dependent on an institution’s culture and its level of support for community engagement and outreach.

This research provides new insights into the collaborative nature of the community and university partnership. The knowledge gained from this research provides further understanding of the implications for planning by informing planners and policy-makers about how these partnerships can facilitate downtown revitalization.

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## **Dedication**

To Tanya

For reasons that need no explanation.

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## Chapter One: Introduction

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*Max Peters, a 3<sup>rd</sup> year Planning student attending the University of Wisconsin - Madison (UWM), was late for class. He quickly dashed out of his apartment and on his way grabbed a coffee and bagel at his favourite local restaurant. Continuing running down State St. by the newly constructed university outreach centre, he entered a record store and noticed that his favourite band, "The Tanya's", would be playing at the recently renovated city-owned theatre. He thought to himself that he better buy something new to wear and noticed that "the Gap" was having their pre-Christmas sale. After shopping for some clothes, he finally made it to class, albeit late. As he settled in and tried to concentrate on the day's session, Max started to lose his focus. His thoughts took him away from the doldrums of Rational Comprehensive Planning Theory to the upcoming football game on Saturday and, even more important, the party afterwards...*

Although Max is a fictional character, this type of scenario is typical of university students living and interacting in a downtown-- especially in so-called "university towns" such as Madison, Wisconsin. Anyone who has had the opportunity to visit Madison's downtown and similar downtowns with a university presence (such as this researcher) can easily observe the economic, cultural, and social impacts that a university has on its city's downtown. Today, UWM has a student body of over 41,000 students and enrolment is expected to rise by 1% each year (University of Wisconsin – Madison, 2006). The downtown is composed of student residences, cafes and restaurants, clothing stores, novelty shops, spas and hair salons, grocery stores, and street art. The streets are filled with students, residents, and tourists who appear to be enjoying the sights and sounds as well as the goods and services offered by the downtown.

UWM is just one example of many universities across the United States and Canada whose influence affects the host community's downtown. The National Centre for Educational Statistics (1996) estimates that urban-core colleges and universities in the United States (US) held \$100 billion in land and building and spent \$136 billion in salaries, goods, and services to the national economy.

The Association of Universities and Colleges of Canada (AUCC) estimates that Canadian universities have a combined annual revenue of \$16 billion generating an additional \$22.6 billion in revenue from intellectual property (AUCC, 2004:2).

While universities play an important role in the local economy, the social and cultural benefits that universities bring are of equal importance. Post-secondary education is an integral component of the Canadian economy and society; knowledge has become the most valuable resource and the prime determinant of the wealth of nations (AUCC, 2003; Harris and Harkavy, 2003; Weslund, 2006). Universities are looking for opportunities to make connections with civic life to help create communities of opportunities (Cisneros, 1995; Romano, 2006). As Alphonso (2005) reminds us: "You want students to feel like this campus offers them other things beside just their program." Universities are increasingly forging partnerships with municipalities and local organizations to encourage civic engagement and improve the quality of student life (Lorinc, 2006). The idea that the university has a role to play in the welfare of the community is something to be taken seriously (Lorinc, 2006).

This research explores the roles of universities in downtown revitalization within a mid-size city context. Collaborative planning partnerships between community and university are examined to help gain new insights into these partnerships and how they influence (i.e. positively or negatively) a university's role in the downtown.

### **1.1. Downtown challenges of mid-size cities**

Across the U.S. and Canada, there are approximately 250 mid-size cities with a population ranging from 50,000 to 500,000. Their downtowns -- traditionally defined as the central business district (CBD) -- house an array of uses, including but not limited to, retail and commercial enterprises, offices, cultural activities, places of worship, institutions (e.g. city halls, public schools, and universities), and residential housing.

Unfortunately, most of these downtowns are facing decline; their challenges are not only immense but broad-based as well. These challenges typically include health and safety issues, social problems (homelessness and poverty), poor aesthetics and design, business decline, economic uncertainty, and an aging infrastructure. The dynamics of downtown decline are complex and multifaceted, affected by globalization, technological advancements, and demographic/social changes.

A challenge for mid-size cities is to reverse the downward spiral of downtown decline. These cities need research that contributes to the body of knowledge on downtown issues. Few answers and little advice are available about downtowns of mid-size cities in Canada. In fact, the body of research in Canadian mid-size cities is surprisingly limited. Over the last decade, explanations of this decline have included urban dispersion and central city economic descent (Bunting and Filion, 2006). Moreover, core decline has been steadily fuelled by North America's general dependency on the automobile that became the catalyst to suburban growth and the transfer of land-uses away from downtown.

Planning practitioners and academics continue to search for strategies that help revive ailing downtowns and understand factors that determine the success or failure of downtown cores. The majority of the literature dealing with downtown revitalization focuses on either larger urban areas or small rural municipalities; much of it is based on anecdotal evidence drawn from a very limited number of observations (Gratz and Mintz, 1998; Robertson, 1995). The need for new remedies, grounded in an understanding of present day downtown challenges, is apparent.

For the most part, revitalization strategies for downtowns have focused on physical improvements (e.g. main street improvement, pedestrian-friendly environments, waterfront/commercial development) and functional improvements (e.g. business/economic development, marketing, mixed housing, and zoning). Many strategies have supported large-scale commercial development, such as indoor retail malls, to help keep up with the outlying

pressures and competition of suburban centres (Bowden, 1975; Keating and Krumholz, 1991; Robertson 1997). However, big city solutions do not necessarily guarantee the same desirable results of economic and social stability -- the very crux of urban revitalization - for the small and mid-size city (Broadway, 1995; Bunting and Filion, 2006; Robertson 1999).

An examination is required of the various features and related strategies that have helped contribute to healthy downtowns. A study conducted by Filion et al. (2004) found that mid-size cities across North America are indeed facing serious difficulties. It was further observed that those city downtowns ranked as successful or very successful all shared distinctive attributes that include high levels of pedestrian activity, a strong tourist or visitor appeal, a well-preserved historical district, attractive natural features such as waterfronts, and the presence of a university in, or close to downtown (Bunting et al. 1999).

## **1.2. Community and University Partnerships**

Today, we learn of the expansion and/or relocation of university campuses into downtowns as part of a revitalization strategy -- touted often by politicians, municipal staff, and university as welcomed development. In Ontario, for example, Lakehead University administration recently announced that they are working with city officials at the City of Orillia to develop a downtown medical campus. Closer to home, the University of Waterloo (UW) announced in November 2006 that, along with local municipal staff, it is investigating possibilities of a liberal arts campus in Stratford, Ontario.

Off-campus developments are not new to the University of Waterloo. In September 2004, the UW School of Architecture relocated from the main campus in Waterloo, Ontario to the Galt City Centre (City of Cambridge) -- bringing with it 400 students, 25 staff members, and 18 faculty members. Presently, the university is involved also with building a health sciences campus (in partnership with the City of Kitchener) in downtown Kitchener where the School of Pharmacy is the anchor. While UW has played a significant role in bringing

institutions to the downtown, Wilfred Laurier University (WLU) has had an even longer history with the creation of Brantford Laurier Campus (Brantford, Ontario) in 1999 and, more recently, the WLU School of Social Work in Kitchener, Ontario in 2006. These developments, as well as a score of others found across Canada and U.S.A, all share the following commonality: a community and university partnership.

However, universities have had a mixed record historically when it comes to involvement with their surrounding communities (Carr, 2002). Often located in rural and remote areas, universities were not only far removed from the socioeconomic issues of the broader society but also promoted themselves as elite bastions of information and knowledge (Maurana et al., 2000). The image is that of professors and students attired in their academic gowns -- distinct from townsfolk as university campuses were from their surroundings. This separation is captured in the expression "town-gown".

Despite their isolated beginnings, universities were threatened because of the expansion of urban areas. Many universities were swallowed-up by their surrounding communities, thereby becoming urban campuses not by design but by circumstance (Cisneros, 1995). The response of many universities to encroaching urbanization was to build higher walls and stronger gates in an attempt to maintain separation from their surrounding communities.

For most of the 20th century, universities were referred to as "the ivory tower" where academic efforts primarily focused on research, teaching, and publication (Maurana et al., 2000). Pragmatically, universities appreciated that their future of growth and prosperity are inextricably linked to the surrounding communities (and vice versa). By the 1980s, higher walls and stronger gates could no longer keep out the economic and social problems of the broader society (Reardon, 2005). Based on their failed experiences, university and community leaders started to speculate that viable long-term strategies required innovative collaborations.

Founded in 1985, Campus Compact has become the leader in integrating civic engagement into campus and academic life in the United States (US). A coalition of nearly 1,100 college and university presidents, Campus Compact represents some five million students who are committed to fulfilling the public purposes of higher education (Campus Compact, 2006). The partnered institutions put into practice the ideal of civic engagement by sharing knowledge and resources with their communities, creating economic development initiatives, and supporting service and service-learning efforts. Recognizing the importance of universities working with community in solving urban issues (such as that work carried out by Campus Compact), the federal government soon took an interest as well.

Under the US Department of Housing and Urban Development, the Office of University Partnerships (OUP) was established in 1994 to support university-community partnerships, which reached over 200 partnerships by 2005 (OUP, 2007). Recognizing the important role that collaboration plays in addressing local problems and revitalizing communities, OUP has helped universities join with their neighbours to address urban problems -- partnerships that enable students, faculty, and community organizations to work together to revitalize the economy and rebuild healthy communities.

The federal government led the Canadian response to community-university partnerships. The Social Sciences and Humanities Research Council (SSHRC) introduced the Community-University Research Alliances (CURA) programme in 1999. A primary objective of CURA was to support research projects that were jointly developed and undertaken by university and community organizations. Through a process of ongoing collaboration and mutual learning, SSHRC believes that community-university relationships will foster new knowledge and innovative research considered important to Canadian communities. To date, 36 CURAs have been funded nationally (SSHRC-CURA, 2007).

Presently, universities are interested in stimulating and enhancing the power of research and development for industry and community (Hall and Scott, 2000). In a world

where change is constant, where people increasingly work in a global environment, and where ideas and knowledge are the currency of the day, higher education and research are the keys to unlocking Canada's future (AUCC, 2003). In a similar vein, the Kellogg Commission (1999:30) further states that "an increasing proportion of our population must constantly integrate new knowledge into their everyday activities... ..promising ways of creating that knowledge base inclusively integrating the community into the academic experiences of our students and engaging our students in meaningful research". The university is one of the multiple sources for community knowledge and support.

### **1.3. Researcher's Interests**

The university relationship that it has with the community and, in particular to downtown revitalization, is of particular interest to me. Under the auspice of the Waterloo CURA, this researcher has been involved in researching downtowns of mid-size cities where he served in the capacity of Project Manager, Financial Advisor, and a Principal Research Investigator. The Waterloo CURA's research focus is targeted on the three mid-size cities (i.e. Kitchener, Waterloo, and Cambridge) located in the Regional Municipality of Waterloo, Ontario, Canada. To date, 38 projects have been supported by this program, involving revitalization topics such as housing, urban design and architecture, transit and transportation systems, sustainability, safety, and urban art.

A large component of this researcher's work was also managing the relationships between the community and university representatives while working on specific projects. As a practicing professional planner since 1996, he was able to use his facilitation, mediation, collaborative, and teaching skills to deal with issues (either big or small) to help support and encourage community-university collaborations.

During this time, a number of questions became apparent when working with community and university representatives. What do such partnerships look like? Who is

involved? Who should be involved? What philosophies do they embrace? Do they follow the major tenants of collaborative planning theory? Do they make a difference? What are the challenges and opportunities? Are they needed for downtown revitalization work? Why is it important to planning research and practice? These questions became the foundation of the research agenda conceived for this dissertation.

#### **1.4. Research Agenda**

This research is a relatively new area of inquiry for both planning practitioners and academics. Much of the documentation (as cited throughout this thesis) is found within the last 10 years; the bulk of research was published between 2001 and 2005. It became apparent to me, however, that very limited research has been carried out on how community and university work together to help improve downtowns -- especially in the mid-size city context.

Having worked and researched in this field for six years, this researcher found that much of the literature about downtown revitalization is based either on larger metropolitan cities or smaller rural communities. Moreover, much of the documentation speaks on solving localized issues (i.e. case studies) with little regard to how such issues manifest into a larger scale (i.e. regionally, nationally, and/or globally). Where recommendations to downtown strategies are provided, little consideration is ever given to how they could be applied to other downtowns.

For planners, community/university members, and policy-makers involved in downtown revitalization, research in this area is important to the field of planning. While there is an increasing trend (and expectation) in having post secondary become part of revitalization agendas for downtowns, information about university and community roles remains relatively unknown. To develop meaningful policies, guidelines, and "town-gown" relationships, it is imperative that a foundation be first established that looks at what roles universities can and

should play in revitalization and the type of partnerships required. In so doing, downtown revitalization issues can be more easily solved because partners would have a better understanding of each other's roles and, more importantly, each other's expectations.

This study is by no means definitive. It is exploratory and empirically based, providing a foundation for subsequent comparison elsewhere. It offers a small piece of the puzzle to help with the efforts in developing not only collaborative planning practices, but to plan, design, and manage downtowns of mid-size cities. This research is based on observed and measured phenomena whereby knowledge is derived from experience, rather than from theory or belief (MacNealy, 1999). Empirical research often defines relationships and demonstrates cause and effect (Denzin and Lincoln, 2000). To undertake evaluative and empirical research, it is necessary to create a strong and transparent framework for data collection, measurement, and analysis (Weiss 1997).

The research focuses on a target sample of urban downtowns of mid-size cities across the U.S. and Canada. The knowledge created will lead to understanding the role of universities and how their decision-making and actions contribute to revitalizing these downtowns. A conceptual framework was developed to house several research methods that will help answer the primary research question. These methods included a literature review, a field trip (November 2004 and July 2005), a web-based questionnaire survey (December 2005), and follow-up telephone interviews (January 2006). Combined, these methods provided a triangulation of data collection that can be assessed through contrast and comparison. This research approach is covered in greater detail in Chapter 3. The knowledge created will lead to understanding the role of universities and how their decision-making and actions contribute to revitalizing these downtowns.

### **1.5. Research Question and Objectives**

This research focuses on the community-university partnership and how they (descriptive) and ought to (normative) work together to help revitalize downtowns.

Community-university partnerships can help inform planning theory by studying (through investigation and inquiry) how they work in an organizational setting and the process and methods they choose to encourage mutual learning and ongoing dialogue.

In theory, collaborative partnerships range from tight (i.e. joint ventures) to loose (i.e. networks) linkages (Huxham and Vaugen, 2000; Healey 1997; 2003). However, a new type of planning partnership emerged in the 1990s based on collaborative (communicative) planning. It assumes that issues can be better addressed through the collective, collaborative, and innovative efforts of multiple stakeholders including government, business, and the non-profit sector. This type of arrangement is based on ensuring that all stakeholders' concerns are communicated clearly and decision-making is meaningful (Forester, 1999; Healey, 1996).

Collaborative planning supports active participation and communication within an organization's setting (Healey, 1997; 2003). Its emphasis is on the process of personal and organizational development rather than specific community objectives (Innes, 1998). By expressing their mutual interests, participants can agree on an action (Healey, 2003; Fainstein, 2000). Through collaboration, all partners benefit from the exchange. An importance of this synergistic partnership is that collaborators can harness strength from each other.

The presence of a university located within or in proximity to the downtown is considered an essential component to its stability. While location is a key factor to downtown stability, community-university partnerships are equally important because they help develop and implement visions, plans, and strategies relating to revitalization. A preliminary investigation related to university-community downtown revitalization found that these partnerships are not only important, but need to be grounded by collaboration of mutual

learning and engagement (Lederer and Seasons, 2005). Moreover, engaging community with university (or vice versa) must meet the needs of both partners so that meaningful solutions can be developed to help understand downtown dynamics and nurture them accordingly. The desired result is to plan, design, and manage downtowns, leading to renewal efforts that are realistic and sustainable in mid-size cities.

The research challenge calls for an examination of urban revitalization, planning, and community-university relationships within specified communities of the United States (U.S.) and Canada. This examination requires a historical review to understand factors influencing planning theory and practice in relation to downtown revitalization. By understanding the factors that influence planning thought and practice, the reasons behind the success and failure of revitalization strategies, concepts, and methods can be fully understood. The knowledge created will lead to understanding the role of universities and how their decision-making and actions contribute to revitalizing these downtowns.

For this dissertation, the research question proposed is as follows: ***“Within the context of community-university partnerships, what are the roles of university in downtown revitalization of mid-size cities?”*** Collaborative planning theory has been selected to help conceptualize this research by providing further insights into the dynamics, nature, and roles of these “town-gown” partnerships, so that benefits and tensions associated with these partnerships can be better understood. The knowledge gained from this exercise will contribute to the advancement of planning knowledge and practice with respect to downtown revitalization.

The **research objectives** are fourfold. First, this work will expand the scope of research on collaborative planning because little research has been conducted to date on community-university partnerships - especially within the context of downtown revitalization of mid-size cities and the role of collaborative planning partnerships. Second, it will test the collaborative planning theory with respect to its process of mutual learning and relationship

building. In so doing, the strengths and weaknesses of the collaborative process can be identified with respect to the context of the “community-university.” Third, this research will provide new insights concerning the dynamic and nature of this type of new collaboration (e.g. who are the players, what are their roles, who holds the power, who participates, why are they involved); the planners’ role will also be considered. Finally, it will help to identify the issues and opportunities associated with these relationships and how they contribute to downtown revitalization.

## **1.6. Chapter Outline**

This dissertation examines the roles of universities in downtown revitalization for mid-size cities. In addition, it focuses on the collaborative relationship between community and university<sup>1</sup>. To begin, Chapter 2 illustrates the connection among universities, downtowns, and collaborative partnerships providing the foundation for a conceptual framework required for this dissertation’s research agenda. Chapter 3 provides a conceptual framework that helps explain the research methods and steps taken to answer the dissertation question. Chapter 4 presents a history of urban renewal and revitalization of downtowns in Canada and the United States from a planning perspective. It will first consider downtowns and the issues that they face with respect to decline. Through a historical examination of the last 50 years (1950 to present), successful and failed attempts to revitalize downtowns will be discussed.

Drawing from the literature findings of Chapter 4, Chapter 5 examines planning styles/strategies most suitable to downtowns of mid-size cities. The focus will then turn to the role of universities in downtown revitalization as they relate to the collaborative planning partnerships between university and community. The presence of institutions within, by, or in

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<sup>1</sup> Many forms of post secondary institutions in both Canada and the United States exist (e.g. higher educational institutions). The term “university” - for the purpose of this research – will include both universities and colleges that offer a multitude of academic degrees and credentials programs (i.e. associate, bachelor, masters and doctoral programs). With respect to post-secondary institutions, the literature review will look at Canadian and American experiences only. Moreover, those universities and colleges (including satellite campuses) that are found within, by, and/or in proximity to core areas will be included in this literature review. Vocational/Technical Schools (e.g. DeVry Institute of Technology, and Community Colleges) offering diplomas and/or skills development and training certificates have been excluded from the review.

proximity to core areas has been identified as an essential ingredient to the successful recipe for revitalization (Bunting and Millward, 1998; Filion, 1987; Filion et al., 2003; Florida, 1998; Ley, 1991, 1996). A review of the types of activities that universities engage in with community will be outlined, and the factors that influence this relationship/involvement will be presented. Tensions associated with university involvement with downtown revitalization will be discussed to draw out lessons learned (or to be learned).

Chapter 6 presents the findings and analysis of data collected from both the web-based survey questionnaire and follow-up telephone interviews. Discussions are based within the context of downtown revitalization, roles of universities, community-university partnerships, strategies, recommendations and advice. The final chapter, Chapter 7, presents a summary of the research with respect to the lessons learned in community-university partnerships, the implications for planning theory and practice, and the areas identified for further exploration.

## **Chapter Two: Building Connections – Universities, Downtown Revitalization, and Collaborative Partnerships**

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University-community partnerships are becoming more apparent due to the ever-increasing complexity of planning problems as well as decreasing resources in the public sector (Lederer and Seasons, 2005). However, little empirical research has been conducted on the role of universities in downtown revitalization initiatives, especially in mid-size cities. There is not a large body of literature on university-community partnerships and little effort has been put forth to rigorously evaluate the successes and failures of such collaborative ventures. Given the review of the available research, universities are playing an important role in downtown revitalization. Further research is required to understand the collaborative nature of the community and university partnership. The knowledge gained from this research will help inform planners and policy-makers in illustrating how these partnerships can facilitate downtown revitalization. To embark on this journey of understanding and inquiry, this chapter illustrates the connection among universities, downtowns, and collaborative partnerships providing the foundation for a conceptual framework required for this dissertation's research agenda.

### **2.1. Universities and Downtown Revitalization**

Since the 1950s, economic and political shifts as well as changes in consumer taste and preference have influenced the directions of downtowns -- some for the better; some for the worse (Coffey, 2000; Hall, 1990, 2002; Tyler, 1999). In the United States and Canada, globalization has resulted in changes to their respective national economies (i.e. from an industrial-manufacturing to post-industrial service economy) bringing new cultural, recreational, demographic, and tourist-related activities to the downtown (Foot, 1998; Ford, 1998; Hall, 2000; Sassen, 1991; Short and Kim, 1999). Political and funding support from

senior levels of government for municipally based renewal efforts has been eroded (Gratz and Mintz, 1998; Robertson, 1995, 1999a). The reduction of transfer payments from senior government, tax reforms, and municipal restructuring (e.g. amalgamation and reduction of bureaucracy) have forced local government to either abandon renewal efforts or enter into entrepreneurial activity (Cisneros, 1995; Robertson, 1999b; Rosan, 2003).

From 1950 to 1980, downtowns were guided by modern planning principles of “order and efficiency”, completely removing problematic areas to replace them with new ones (Beauregard, 1989; Filion, 1995). The primary activity consisted of massive slum clearances and transportation development. Although slum clearances did alleviate congestion and accommodate increasing traffic demands, some downtown residents became either displaced or homeless (Wolfe, 1994). After 1980, new “revitalization” approaches were conceived under a post-modern banner that implied “reinventing” using local amenities, small-scale retail and service development, and arts and culture venues (Tyler, 1999; Gratz and Mintz, 1998; Harvey, 1989; Robertson, 2001).

Unsuccessful attempts were based on economic renewal and physical improvements (i.e. interurban factors) such as indoor retail mall development and large project generators (Persky and Wiewel, 1995; Robertson, 1983). Downtowns were “pitted” against suburbs resulting in large retail development (Broadway, 1995; Bunting and Filion, 1999). For the most part, these attempts failed because of poor leadership that ignored local needs, discouraged civic engagement, and immobilized community resources (Reardon, 2001; Kotkin, 1999). Successful attempts, however, included strong leadership and broad-based support on focussed visions (Robertson, 1999a).

Not only did these downtowns embrace their local traditions and amenities (i.e. intra-urban factors), they capitalized on them (Birch 2002; Filion and Hoernig, 2003). They provided interesting, eclectic, synergistic, and multi-functional downtowns - a stark contrast to the suburbs (Filion et al. 2004; Robertson, 1997). Other strategies aligned housing, retail, and

commercial development to meet the demands of changing demographics (e.g. the creative class, echo boomers, and older baby boomers) of a new knowledge-based economy (Birch, 2002; Ley, 1996; Florida 2002; Filion, 1995). Recently, the mid-size city structure fostering a sprawling, low-density, automobile dependant development is being recognized as an important indicator of downtown success.

For the mid-size city (population 50,000-500,000), Bunting et al., (in progress) note the following common characteristics: i) a dispersed urban form due to low population density, high auto-based accessibility, and poor public transit; ii) a “sense of place” celebrating the suburban lifestyle and “small town feel”; and iii) downtown decline. This decline attributed to a preference for suburban development over downtown development, has perpetuated this decline under the following interrelated factors: no powerful business presence in the downtown, poorly-developed transit, lack of ‘urban’ identity, and a land use-transportation system that supports low-density development and automobile travel (Bunting et al., (in progress); Filion et al., 1996).

This combination creates an urban mosaic that does not support a downtown identity. Strategies most suited for the downtowns of mid-size cities include niche marketing, re-adapted building uses, mixed housing, brownfield/greyfield development, smart growth, and alternative zoning (Birch 2002; Filion et al., 1996; Filion and Hoernig, 2003; Robertson, 1995; 1999a; Seasons, 2003; Tyler, 1999). Thriving downtowns share common features such as high levels of pedestrian activity, good climate, strong tourist appeal, well preserved historic districts and, in particular, the presence of a university (Filion et al., 2004).

Universities provide employment, cultural and business development opportunities. Moreover, they provide opportunities to educate and disseminate research findings to help improve the “community” and propel revitalization. As recently shown by Goldstein and Drucker (2006), universities are powerful economic generators (e.g. growth poles) for both regional and local areas (e.g. downtowns). In the U.S., the university’s primary role in the

downtown has involved rehabilitating housing stock and providing affordable housing loans (Calder and Goldstein, 2001; Harkavy, 1997; Wiewel and Broski, 1997; Wiewel and Leiber, 1998). In Canada, university involvement includes support for either a satellite campus or off-campus facilities in anticipation of economic spin-offs (Charbonneau, 2002). Universities engage with their communities because of selfish reasons (i.e. self preservation), academic inquiry, and civic responsibility (Bok, 1982; Cox, 2000; Holland, 2001; Wiewel and Leiber, 1998). These “town-gown” partnerships face challenges when implementing redevelopment projects. As such, university and community stakeholders must address their differences and agree on a suitable process.

For the university, its resources, size, and capacity in providing technical assistance, and the level of respect it has with the host community are all factors that can “make or break” a partnership (Cox, 2000). Administrative leaders (e.g. University Presidents) must define (or redefine) an institution’s agenda to determine the extent of their involvement with community and revitalization efforts (Harkavy and Wiewel, 1995; Holland, 2001; Martinez, 2000). Faculty must be actively involved in shaping an academic program that encourages new ways to resolve tensions between academia and community (Rogers et al., 2000). In balance, community leaders must incorporate universities into the city’s short and long-term revitalization strategies and meet regularly with them to identify opportunities and constraints (Checkoway, 1997; Wiewel and Guerrero, 1998). Most often, universities are excluded from participating in downtown revitalization planning (Reardon, 2001).

## **2.2. Connections: Planning Theory, Thought, and Related Practice**

Leveraging academic assets can lend support and opportunity in downtown revitalization efforts (Cisneros, 1995; Rodin 2005). As indicated in Figure 2.2, downtown revitalization strategies can be developed by using local amenities, services, and venues (i.e.

**Figure 2.2:** Connections Among Downtown Challenges, Mid-size Cities and University’s Role



intra-urban factors) that not only cater to universities but capitalize on their socioeconomic spin-offs. Universities support the changing economic (e.g. knowledge and service-based economy) and shifting demographic (e.g. echo and baby boomers) that prefer an urban downtown lifestyle. They play significant leadership roles in promoting many elements of a

healthy downtown such as improving and expanding downtown facilities and services, assisting lower-income and marginalized groups, and developing urban housing. Universities engage with their community to provide job opportunities and skills training, support local entrepreneurs, and renovate/reuse buildings (Cuomo, 2003). These factors have been found to support downtown revitalization of mid-size cities (Birch, 2002; Filion et al., 2004; Leinberger, 2005; Robertson, 1999a; Rodin 2005).

The challenge to planning practice and research, therefore, is to understand the factors behind the growth and decline of downtowns. Planners draw upon a wide range of theories (both in planning and from other disciplines) to manage downtown issues relating to affordable housing, community mobilization, economic development, and downtown decline. In this respect, planning for downtown revitalization is context specific; its approach depends on perspectives, values, and roles held by a particular individual, group, or community. But how are downtowns able to maximize the presence of a university? More important, how can research in this area contribute to planning theory? To help explore this further, the concepts of planning, theory, and planning theories must be addressed first within the context of downtown revitalization and the role(s) of university.

### **2.3. What is Planning?**

Planning is considered an elusive subject of study, hard to define, and draws on a variety of disciplines with no widely accepted canon (Campbell and Feinstein, 2003; Hall, 2002). Because planning does not lend itself to one specific definition due to its evolving and multidisciplinary nature, it is considered an “open concept” (Alexander and Faludi, 1996; Allmendinger and Twedwr-Jones, 2002; Faludi, 1973; Forester, 1989; Kaplan, 1964; Yiftachel, 1999). John Friedmann (1973; 1987; 1993), a leading planning theorist, has changed his definition several times from the study of “knowledge and action” in the early 1970s to a

“normative mode of theorizing about practice” in the 1990s. He describes planning as normative, innovative, and political (Friedmann, 1993).

Forester (1989; 1999) treats planning as technical problem-solving with given goals or ends, whereas Hudson (1979:387) suggests it is a “foresight in formulating and implementing programs and policies.” According to Wolfe (1994), planning should be for the betterment of the community and she suggests that planners can help manage such change. Alexander (1992:73) offers the following broad definition: “Planning is the deliberate social or organizational activity of developing an optimal strategy of future actions to achieve a desired set of goals.” Similarly, the Canadian Institute of Planners (2006) holds an even broader planning definition that includes land-use, resources and services, aesthetics, health, socioeconomic efficiency, and sound environments.” From these viewpoints, planning can be considered a profession, a discipline, a process, and an activity (Allmendinger, 2002; Campbell and Fainstein, 2003; Fainstein, 2005; Hall, 2002; Parker, 2004).

#### **2.4. What is Theory?**

Definitions of theory also vary. Alexander (1992) points out that theories help to explain, generalize, and understand results. McClendon (1993:145) notes that theories take “factual observations into a logical system of ideas that explains the real world in a coherent and understandable fashion.” By this definition, theories are descriptive explanations having prescriptive abilities. Descriptive theories are concerned with describing the actual outcomes whereas prescriptive theories are goal-oriented in suggesting (prescribing) ways to achieve desired outcomes (Alexander, 1992). Therefore, theories can be considered as a set of connected statements used in a process of explanation and prescription (Johnston et al., 1994).

A further distinction between normative theory and positivist (scientific) theory also has been made. A normative theory tells how it “ought to be” whereas scientific (positivist) theory

describes “how it is” (Alexander, 1992; Babbie, 2003). In the natural sciences, theories can include scientific laws (i.e. set of explanations tested empirically) whereas social sciences put forward an epistemological aspect to theory (Palys, 2003; Babbie, 2003). Unlike the natural sciences, theories in social sciences (e.g. planning) are not about “explaining” but rather “action”; not about right answers, but correct ones (Taylor, 1998). They involve decisions and actions and are connected to practical activities (Alexander, 1992).

## **2.5. What is Planning Theory?**

Planning takes pride in its eclecticism, spontaneity, and innovative thrusts over the past decades (Galloway and Mahayni, 1977; Hall 2002; Parker, 2004). It recognizes diverging social values and is continually expanding its scope of applications (Fainstein and Fainstein, 1996; Healey, 2003; Hudson, 1979; Watson, 1992). Because of this variance, the most appropriate planning theory is selected for the most appropriate situation: “Planners pick and choose theories to justify their actions or approaches” (Allmendinger, 2001:20). Since its inception, planning has taken on different forms. It is regarded as either a paternalistic top-down approach based on synoptic knowledge or a democratic bottom-up approach based on pluralistic discourse. Hudson (1979) and Klosterman (1985) contend that planning theory is considered an action-oriented analysis (i.e. doing) rather than an observation-oriented analysis (i.e. being). Presently, “there is no single agreed upon definition of planning theory, nor is there any consensus on what it includes” (Alexander, 1992:4).

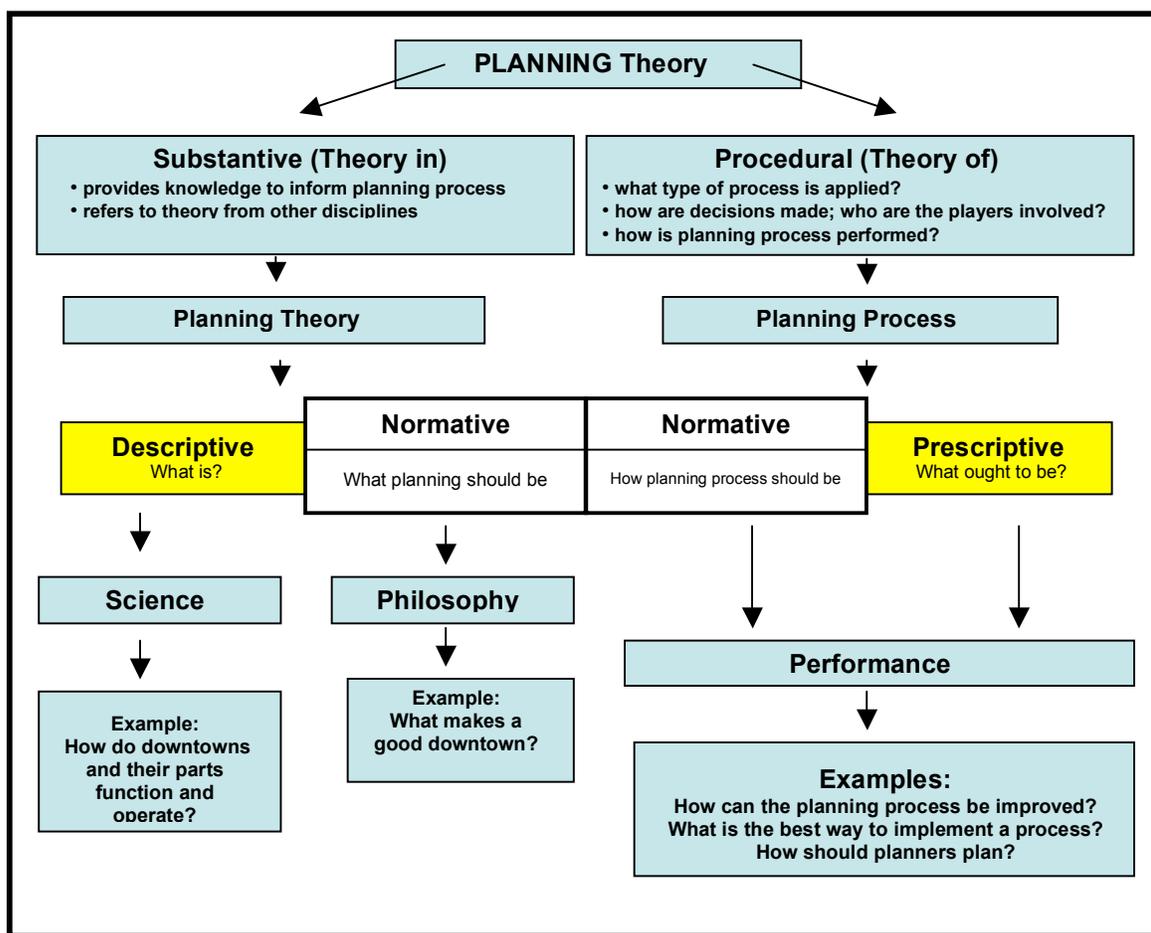
Before 1980, planning theory was split between substantive (theories of) and procedural (theories in) planning<sup>2</sup> (Faludi, 1973; Healey et al., 1982). Substantive theory provides knowledge to explain “what planning is” either through descriptive or normative

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<sup>2</sup>Others such as Healey (1992) and Wolfe (1994) have also separated planning into descriptive/explanatory (theory) and prescriptive/normative (models) categories. Galloway and Mahayni (1977) discuss only the substantive/procedural split, however, they also note the descriptive and prescriptive functions of theories. Alexander (1992:7) groups planning theory into definitional, process, and normative categories. Taylor (1998) proposed an alternative conception in an attempt to shift away from both Faludi’s substantive–procedural distinction and his normative preference for process as the subject of planning.

elements (Alexander, 1992; Campbell and Fainstein, 2003; Faludi, 1973). Procedural (theory of) planning forms the envelope to substantive theory (Faludi, 1973:7). It is concerned with the type of process (or means) and considered the “business” of planning and planners (Alexander, 1992; Campbell and Fainstein, 2003). It also entails normative and prescriptive considerations by improving how planning process “ought to be” (Figure 2.5). Consequently, systems and rational approaches dominated planning theory placing “process above substance” (Chadwick, 1971; Faludi, 1973; Galloway and Mahayni, 1977). Substantive content was usually left to secondary levels of specialization in areas such as education, downtowns, welfare, housing, poverty, or land use regulations (Alexander, 1992).

**Figure 2.5:** Illustration of Planning Theory (as adapted from Alexander, 1992; Faludi, 1973)



## 2.6. Evolution of Planning Thought and Related Practice

Planning is a modernist creation (Allmendinger, 2002). During the first half of the 20<sup>th</sup> century, planners were preoccupied with the goal of efficiency defined within a context of rational comprehensive planning (RCP). RCP arose from a control-oriented, engineering paradigm where decision-making was based on the following synoptic approach: i) goal setting, ii) identification of policy alternatives, iii) evaluation of means against ends, and iv) implementation (Alexander, 1992; Faludi, 1973). Planners were seen as technical and scientific experts who decided “what best served the public interest” and devised policy and plans accordingly (Alexander, 1992). Despite its repeated failure to generate expected outcomes, the rational-comprehensive approach still plays a central role in planning today. Many authors (e.g. Alexander, 1992, Allmendinger and Tewdwr- Jones, 2002, Hudson 1979, Lauria and Wagner, 2006) all point to the simple logic of the approach, the fundamental nature of the steps, and the attractiveness of its touted qualities, as key reasons for its continued desirability.

Lindblom's *disjointed incrementalism* based on step-by-step action of mutual adjustment and a “learning by doing” approach introduced one of many critiques on RCP (Friedmann, 1987; Ross and Leigh, 2000). Lindblom (1995) argued that all relevant factors for decision-making could not be taken into account; therefore, gradual changes in planning and policy decisions provide the most flexible response to changing goals. Other critiques developed to challenge RCP include advocacy, transactive, and communicative theories (Healey, 1997; Hudson, 1979; Fainstein, 2000; Friedmann, 1987).

Implicit in these theories is the idea of “pluralism” that recognizes multiple viewpoints, participation, values, and stakeholders in decision-making (Davidoff, 1965; Forester, 1999; Friedmann, 1973; Healey, 1992; Lauria and Wagner, 2006; Sandercock, 1998; 2000). Public participation would produce better plans and enjoy greater support and success with citizen

involvement (Burbey, 2003). A more important reason to involve the public, however, is public accountability and a greater ability to cope with uncertainties (Lee, 2000).

As a result of increasing urban unrest and protests during the 1960s, *advocacy planning* surfaced in response to power inequities where traditional planning processes (i.e. RCP) excluded or misrepresented certain groups (Alexander, 1992; Davidoff, 1965). Modeled after the legal system, its purpose is to defend the interests of community groups, environmental causes, and marginalized groups. Davidoff (1965) argued that planning is not a value neutral activity and that planners should not only identify the values underlying their prescriptions but also take a political stand as advocates.

While advocacy planning helped broaden the scope of the planners' role, it proved difficult in situations where decision-making power was limited: "Planners came to these communities with an agenda, conceptualized the problem, and defined the terms of a solution... ..under this model some planners would now explicitly think about and represent the poor in the planning process without, however, actually giving the poor a voice" (Sandercock, 1998: 89-90). Despite such limitations, advocacy planning opened up the concept of a single 'public interest' to scrutiny and helped institutionalize public participation in the planning process. While advocacy planning attempted to address particular interests of specific groups, it kept such interests in opposition to the established planning system (Checkoway, 1994).

Democratic planning, therefore, was introduced, calling for a participatory approach to explicitly incorporate community goals into planning (Alexander, 1992; Arnstein, 1969; Wolfe, 1994). It focused on the planning process and communication to enhance democracy (Friedmann, 1987). RCP was criticized for prioritizing economic rationality over needs of citizens and the environment (Grant, 1994). Planners cannot give useful advice if they do not understand the reasons behind the tasks they are asked to address.

A process of mutual learning is required and supports the exchange of personal and technical knowledge so that common and new understandings are realized (Friedmann, 1973; 1987). Fundamental principles of “what is good and bad” are decided during the actual planning process and not beforehand (Healey, 1997). This approach recognizes that agreements may not always be achievable and implies continued dialogue (Friedmann, 1973). Democratic planning is implicit to both Friedmann’s (1973) concept of transactive planning and Healey’s (1997, 2003) concept of collaborative (communicative) planning.

*Transactive planning* was introduced to guide a planning process that supports individuals’ viewpoints, shared learning, social mobilization to encourage civic empowerment and social transformation (Friedmann, 1973). Theories of social learning are inherent throughout the citizen participation literature; individuals not only bring valuable knowledge and experience to the planning process but also have a right to be involved in decisions that affect them (Smith, 1997). Friedmann (1987) views social learning as a process beginning and ending with “purposeful action.” This approach places emphasis on the process of personal and organizational development rather than an achieving objective (Hudson, 1979). Since transactive planning was the only alternative to RCP at that time, it offered an alternative to institutionalized planning. However, it presented a change to planning, requiring a shift from technical and analytical skills to communicative skills and mutual learning. In doing so, the planning process would become an even more important focus of planning.

Throughout the 1980s and 1990s, an increasing number of scholars (see Healey, 1997; Innes, 1998; Sandercock, 1998; Mandelbaum et al., 1996; Forester, 1999) have taken “a communicative turn” with a focus on *collaborative (communicative) planning*.<sup>3</sup> Drawing on the philosophical approaches of pragmatism and communicative rationality, the communicative model looks at ways of institutionalizing democratic planning to arrive at

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<sup>3</sup> Although later contributions to this view of planning are largely congenial with Friedmann’s concept of transactive planning, more explicit reference to critical theory and the notion of communicative action (rationality) as developed by Habermas have been made (Healey, 1996, 2003; Forester, 1999).

consensus and mutual understanding (Fainstein, 2000; Healey, 1996; Hoch, 1996; 2006).

Based on the work of Jurgen Habermas' communicative theory, communicative action theory made its way to planning through the work of John Forester in the 1980s.

Forester (1989) stressed the importance of undistorted and meaningful communication in decision-making. He further suggests that speaking must be comprehensible, sincere, legitimate and truthful for communication to be meaningful. The power of planners lies in their "ways and means" of communicating and disseminating information (Forester, 1989). This understanding is crucial in planning because of its contested nature that easily leads to distorted communication and, consequently, undemocratic planning decisions (Forester, 1989; 1999; Healey, 1998).

Society relies on the planner to use power to help deal collectively with social and urban problems. This recognition also demands that planners accept that planning is not value-neutral -- it is all about values and how to work with them (Innes and Booher, 1999). Fainstein (2000) notes, however, that some limitations in communicative planning exist, such as its inability to provide broad examinations among planning, politics and urban development as well as practical difficulties (e.g. rhetoric, time, and framing alternatives without a set agenda).

While communicative planning found support with the academic realm of planning (Healey 1997, 2003; Innes, 1998), criticisms about its naivety in practice have also surfaced (Huxley and Yiftachel, 2001; Lauria and Whelan, 1995; Newman, 2000). Communicative action theory has been criticized for ignoring the power of relationships and having an optimistic view of balanced/shared power situations (Innes and Booher, 1999a; Flyvbjerg, 1998a; Huxley and Yiftachel, 2001; Lauria and Wagner, 2006).

Although some weaknesses are noted, communicative action theory nevertheless shows promise in some instances. With respect to collaborative planning, for example, communication action theory helps determine which stakeholders hold local power and how

they subsequently impact negotiations in collaborative decision-making (Huxham and Vaugen, 2000; Margerum, 2002). Such decision-making is grounded in social theory that sees socially constructed institutions (i.e. institutionalism) as important where social order is subject to constant negotiation and reorganization (Jones, 2006; Strauss, 1978). For the most part, collaborative planning involves interactive partnerships among government, major community interest groups, and public sectors (e.g. universities). It develops an approach to understanding and evaluating governance process that leads to new ways of thinking and acting (Castells, 1997; Kanter, 1994).

*Collaborative planning theory* advances aspects of the transactive approach by incorporating proposed skills and methods (i.e. consensus building, role playing, visioning, and storytelling) that can be used to achieve its goals (Innes and Booher, 1999). It proposes that planning cannot be responsive to social issues unless it acknowledges the greatest diversity of values and understands how individuals develop their views through social interaction (Healey, 1997). Central to this approach is communication (Healey, 2003).

Traditional planning practice considered the planner as a technical expert and that led to citizen disenfranchisement and widespread criticism (Hoch, 1994; Hodge, 1998). Today, planners are called upon to be facilitators and educators and must rely on a completely different set of skills and knowledge (Forester, 1989; 1999; Huxley and Yiftachel, 2001). “Planners shape not only documents but participation -- who is contacted, who participates, who persuades whom... ..shaping the trust and expectation of these citizens (Forester, 1989:28). For planners, communicative planning is a tool for evaluating and analyzing situations where they are involved. Critical theory speaks for dialogue and social learning but only addresses them passively. Primarily, communicative planning theorists (see Forester, 1999; Huxley and Yiftachel, 2001; Innes, 1998) have investigated “what planners should do” (i.e. prescriptive) to let learning happen instead of investigating “what actually happens” (i.e. descriptive) in such processes.

## **2.7. Downtown Revitalization and Planning**

Presently, there is no single theory that adequately addresses downtown revitalization. Researchers have used a number of theories (both in planning and other disciplines) to help inform their work (e.g. urban regime theory, urban theory, community development theory, and economic development theory). This practice then begs the question of what theory should be called upon when examining university roles in downtown revitalization. The post-modern condition calls for the integration of public participation in the planning process requiring planners to facilitate, negotiate, and mediate (Beauregard, 1989; Harvey, 1989).

A primary focus in planning is to ensure that its process allows many voices to be heard. Planners, therefore, need to be concerned with establishing the legitimacy of multiple visions rather than just pursuing any one of them (Innes, 1998). Since the early 1970s, planning theory has adapted new process and prescriptions such as advocacy, transactive, and collaborative planning. Participation is now an essential component to planning bringing new pluralistic values and stakeholders (Healey, 1992; Perks and Jamieson, 1991; Sandercock, 1998).

For downtown planning, revitalization is seen as a political arena where groups negotiate through facilitation and ongoing dialogue (Simard and Mercier, 2001). Within the mid-size city context, one of the key factors contributing to the success of revitalization is strong leadership (see Figure 2.2). Although strong leaders share common characteristics (e.g. mobilizing community resources, supporting focused visions, and encouraging civic engagement), the ability to work collaboratively through partnership can be considered the most important -- it is the glue that binds the framework for strong leadership.

## 2.8. Collaborative Planning

Collaborative planning is seen as a strategy for dealing with conflict where other practices have failed especially in relation to partnerships. It is understood as being part of a response by society to the changing conditions of increasing networks where power and information are widely distributed (Agranoff, 2006; Booher and Innes, 2002; Koontz and Thomas, 2006; Lederer and Seasons, 2005; Margerum, 2002; Thomson and Perry, 2006). Collaborative planning can be considered a planning process based on the principles of collaboration, communicative planning, and institutionalism (Healey, 1997). Its theory suggests that decisions are more easily implemented because relationships amongst decision-makers are developed and well established -- building understanding amongst stakeholders leads to building new ways of thinking and acting (Healey, 2003). Theorists suggest fairness will come more with collaborative principles (Agranoff, 2006; Healey, 1999, 2003; Innes, 1999; Susskind, 2001).

Collaborative planning includes the following elements: relationship building, a mixing of group politics, use of local knowledge, mutual learning, and group consensus to decision-making (Agranoff, 2006; Healey, 1998, 2003; Margerum, 2002; Thomson and Perry, 2006). Along with these elements, collaboration is central to collaborative planning. It provides greater opportunities for participation among stakeholders thus limiting barriers to inclusion. Collaboration helps limit barriers to group participation by allowing individuals to come together and “explore their differences and search for solutions that go beyond their own limited vision” Gray (1989:5).

As a consensus building process for decision-making, collaboration theoretically operates on a non-adversarial basis of shared/balanced power (Agranoff, 2006; Booher and Innes, 2002; Bryson et al., 2006). Collaborative techniques that define collaborative planning practice include working with independent groups that may not share similar positions and not immediately connected; focusing on interests negotiating instead of adversarial tactics;

allowing solutions to emerge from dealing constructively with differences; seeking consensus on decisions; and including and getting participation from key stakeholders (Agranoff, 2006; Healey, 2003; Lauria and Wagner, 2006; Thomson and Perry, 2006).

Various case studies have shown that collaborative planning led to easier implementation (Brick *et al.*, 2000), long-term problem solving (Bryson *et al.*, 2006; Lauria and Wagner, 2006), improved long-term relations (Agranoff, 2006; Lederer and Seasons, 2005), and easier implementation of cost-effective solutions (Wondolleck and Yaffee, 2000). However, collaboration may be also difficult and even fail if a strong commitment among partners is not made (Agranoff, 2006; Kanter, 1994; McClendon, 1993; Takahasi and Smutny, 2001). A reasonable time frame to reach consensus (Jones, 1996), learning how to work with different and opposing groups (Lederer and Seasons, 2005; Thomson and Perry, 2006), and giving too much power to one group -- especially those groups with parochial interests that are at odds with the greater public good (McCloskey, 2001) -- are other noted challenges.

Collaboration may yield even worse decisions from a technical viewpoint especially when appropriate experts (e.g. planners) are not involved (Lauria and Wagner, 2006). A particular group that partakes in such exclusionary practices potentially risks making uninformed decisions because they would not have information that those experts can provide (Diduck, 2004; Innes and Booher, 1999; Takanashi and Smitty, 2001). Other weakness associated with collaborative planning include overcoming divergent goals, establishing trust, reaching compromise, securing resources, building capacity, ensuring legitimacy, and monitoring and evaluation (Diduck, 2004; Gray, 1998; Innes and Booher, 1999; Takanashi and Smitty, 2001).

## **2.9. Collaborative Planning -- Community-University Partnership**

The nature of partnerships within the planning field is diverse. This variation is a result of the interdisciplinary nature of planning that embodies economic, social, physical,

environmental, political, and cultural realms of community (Hodge, 1998). Depending on the nature and scope of a community problem to be dealt with, partnerships can range in scale (e.g. local, regional, provincial, national, and global) and organizational structure (e.g. private-private, private-public, or public-public). In planning, public-private partnerships have dominated, particularly in relation to the public sector.

Since the 1960s, these types of partnerships have primarily included either municipal governments or universities working with local business associations (e.g., Chamber of Commerce) on joint venture development projects to tackle a myriad of community issues (e.g. affordable housing, transportation, business development opportunities, and safety). Ettlinger (1994) lends support to this contention and believes that neither the public nor private sectors can adequately plan for change alone so they must enter into a partnership to achieve local development and revitalization.

In theory, collaborative partnerships range from tight (i.e. joint ventures) to loose (i.e. networks) linkages (Healey 1997, 1998; Huxham and Vaugen, 2000; Lederer and Seasons, 2005). Because traditional planning partnerships are based on specific projects, they require few partners (one or two firms or groups) having similar skills, technical knowledge, and expertise. Moreover, these partnerships are characteristically ad-hoc because the issues at hand had to be dealt within a timely manner when public/media attention was high and funding resource availability was paramount. Therefore, the nature of such partnerships is short-term, focused, and project-driven. This type of partnership prevailed through the 1970s and peaked by the late 1980s due to intense pressures in local economic development (Lederer and Seasons, 2005). However, a new type of planning partnership emerged in the 1990s based on collaborative (communicative) planning. This type of arrangement is based on ensuring that all stakeholders' concerns are communicated clearly and decision-making is meaningful (Bryson et al. 2006; Forester, 1999; Healey, 1998, 2003).

Baum (2000) and Walsh (1998) point out that the success of collaborative partnerships is based on a number of assumptions such as i) clarifying the role/purpose of the partnership; ii) matching/allocating resources to project at hand; iii) making funding agencies active partners; and iv) organizing continually (re-evaluating goals and purpose). Fannie Mae Foundation (2001), Reardon (2005), Wiewel and Guerrero (1998) further suggest that combining a number of short term projects to show progress and to keep partners engaged, as well as identifying linkages and networks are essential elements, especially in dealing with community-university collaborations. For the purpose of this research, “community” refers to the municipal government who represent the general interest and needs of the community residents that they serve. Whereas, “university” refers to the students, staff, and faculty who collectively represent the administrative, research, and teaching activities of their respective institutions.

Other ways to strengthen community and university relationships include maintaining dialogue, creating networks, engaging students and involving leaders (Innes and Booher, 1999; Thomas, 1998; Wiewel and Knapp, 2005). All these components support strong partnerships within the theoretical framework of collaborative planning. Collaborative planning, as outlined earlier, supports active participation and communication within an organization setting (Healey, 1997). Its emphasis is on the process of personal and organizational development rather than specific community objectives (Innes, 1998; Thomson and Perry, 2006). By expressing their mutual interests, participants can agree on an action (Agranoff, 2006; Fainstein, 2000; Healey, 1997).

## **2.10. Summary**

As universities accept their roles as downtown planners/developers, they soon realize a need in understanding what role(s) they need to play. Issues such as economic growth, housing, education, quality of life, and development/revitalization opportunities are areas

where community-university partnership can be of great value (Calder and Greenstein, 2001; Perry and Wiewel, 2005; Robertson, 2003). Community-university partnerships will continue to grow meeting the challenges and complexity of downtown planning issues as well as decreasing resources in the public sector. However, little empirical research is available on the role of universities in downtown revitalization initiatives, especially in mid-size cities. Also, there appears to be limited literature on university-community partnerships and little effort has been put forth to rigorously evaluate collaborative ventures.

Further research will help provide new insights into the collaborative nature of community and university partnerships. The knowledge gained from this research will provide further understanding of the implications for planning. It will help inform planners and policy-makers about how these partnerships can facilitate downtown revitalization. This dissertation will set out to answer questions about university roles in downtown revitalization and collaborative partnerships between community and university. Collaborative planning theory will help to frame this research by providing insights roles of community and university partnerships. Chapter 3 outlines a conceptualized framework that was developed specifically for this dissertation to help understand collaborative community-university planning partnerships with respect to downtown revitalization in mid-size cities.

## Chapter Three: A Conceptual Research Framework

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The research examines the role(s) of universities and, more specifically, the type of community-university relationship they have established in terms of how they do (descriptive) and ought to (normative) work together to help revitalize downtowns. Community-university partnerships can help inform planning theory by studying (through investigation and inquiry) how they work in an organizational setting and the process and methods they choose to encourage mutual learning and ongoing dialogue (Healey, 2003; Innes and Booher, 1999; Lauria and Wagner, 2006; Lederer and Seasons, 2005; Thomas, 1998; Wiewel and Bronski, 1997; Wiewel and Leiber, 1998; Wiewel and Knapp, 2005).

### 3.1. Research Question and Objectives

The research question to be examined is as follows: ***“Within the context of community-university partnerships, what are the roles of university in downtown revitalization of mid-size cities?”*** This research will explore impacts (positive and/or negative) of universities in downtown revitalization as well as determining the implications for planning theory and practice.

Collaborative planning theory (CPT) has been selected to help conceptualize this research by providing further insights into the dynamics, nature, and roles of these “community-university” partnerships. Accordingly, benefits and tensions associated with these partnerships can be better understood (Fainstein, 2000; Healey, 1997, 2003; Innes and Booher, 1999). The knowledge gained from this exercise will contribute to the advancement of planning knowledge and practice with respect to downtown revitalization through four research objectives as outlined below.

First, it will expand the scope of research on collaborative planning because little research has been conducted to date on community-university partnerships -- especially

within the context of downtown revitalization of mid-size cities and the role of collaborative planning partnerships. Second, it will test collaborative planning theory with respect to its process of mutual learning and relationship building; in doing so, the strengths and weaknesses of the collaborative process can be identified with respect to the context of the "community-university." Third, this research will provide new insights concerning the dynamic and nature of this type of new collaboration (e.g. who are the players, what are their roles, who holds the power, who participates, why are they involved); the planners' role will also be considered. Finally, it will help identify the issues and opportunities associated with these relationships and how they contribute to downtown revitalization; strategies and recommendations will also be discussed.

### **3.2. Conceptual Research Framework**

The strength of a mixed-method approach in planning research lies in its "triangulation" of multiple sources of data (Jaeger, 1988; Lincoln and Guba, 1985; Pelto and Pelto, 1978). Anderson (1994) discusses several advantages in using a combination of different methodologies. First, planning research is concerned with theoretical knowledge as well as with the application of findings in practice. Research that combines methodologies increases the potential of investigating both of these ends. For example, qualitative research is often concerned with process as well as with outcomes. Descriptive accounts provide a means of drawing parallels and contrasts between the phenomena being investigated and a researcher's own practice.

Quantitative research seeks to measure and evaluate the phenomena and provide a means for generalization and reproduction by other researchers. The use of both research methods enhances the value of the investigation as each can extend the usefulness to both practicing planners and researchers (Babbie 2003; Palys, 2003). A second advantage is that each method can build upon the strengths of the other.

Qualitative research, which emphasizes understanding, contextualizing, introspection and theory construction, can provide a strong base for wider quantitative measures, scaling, and generalization (Palys, 2003; Sudman and Bradburn, 1983). With its emphasis on large samples, this type of research provides an overview of relationships, patterns, and inconsistencies that can be further investigated with qualitative methods. Therefore, qualitative and quantitative methods can provide distinct but complementary information about the phenomena of interest.

The research challenge calls for an examination of urban revitalization, planning, and community-university relationships in Canada and the United States. Its examination requires a historical review to document factors influencing planning theory and practice in relation to downtown revitalization. Through examining the factors that influence planning thought and practice, the reasons behind the success and failures of revitalization strategies, concepts, and methods can be fully understood. To undertake exploratory and empirical research, it is necessary to create a strong and transparent framework for data collection, measurement, and analysis (Weiss 1997). A number of steps were employed to tailor a conceptual research framework that helps to address the proposed research question and objectives (see Table 3.2a).

First, indicators (themes) were identified to help assess the strengths and weaknesses of community-university partnerships (Jackson and Furnham, 2006; Rea and Parker, 2005). These indicators were obtained from those already identified by the literature and case studies (Adams and Flecker, 1996; Alphonso, 2005; Calder and Greenstein, 2001; Carr 2000; Charbonneau, 2002; Fannie Mae Foundation, 2001; Lederer and Seasons, 2005; Lorinc, 2006; Mayfield, et al., 1999; Office of University Partnerships, 1994; Parsons, 1999; Perry and Wiewel, 2005; Reardon, 2005; Rubin, 2000; Walsh, 1998; Wiewel and Knapp, 2005; Wiewel and Leiber, 1998). Overall, the literature review helped frame the context of the research by identifying and examining issues and opportunities

**Table 3.2a.** Conceptual Research Framework: “Within the context of community-university partnerships, what are the roles of university in downtown revitalization of mid-size cities?”

Research Objectives	Research Parameters	Literature Review	Field Trip	Web-Based Survey	Telephone Interviews
To expand the scope of research on collaborative planning within the context of downtown revitalization of mid-size cities and the role of collaborative planning partnerships.	Examine history of downtown revitalization with mid-size city context (Chapter 4)	✓	✓		
	Generalize roles and activities of university in downtown revitalization (Chapter 5)	✓	✓		
To test collaborative planning theory with respect to its process of mutual learning and relationship building, drawing out the strengths and weaknesses.	Test assumptions of collaborative planning theory with respect to community and university partnerships (Chapters 5 and 6)	✓	✓	✓	✓
To provide new insights concerning the dynamic and nature of this type of new collaboration	Specify roles and activities of university in downtown revitalization (Chapter 6)	✓	✓	✓	✓
To identify the issues and opportunities associated with these relationships and how they contribute to downtown revitalization; strategies and recommendations will also be discussed.	Draw out and substantiate findings from literature review, field trip, and web-based survey (Chapter 6)				✓
	Summarize benefits and tensions of community-university partnerships (Chapter 6)	✓	✓	✓	✓
	Document insights, issues, and opportunities (Chapter 7)	✓	✓	✓	✓

related to downtown revitalization strategies, collaborative planning, and the role of community and university.

Second, field trips were organized to interview those individuals involved in downtown revitalization further assisted in understanding -- from a practical level -- the challenges, opportunities, and strategies of downtown revitalization with a focus on university involvement. Third, a questionnaire was designed to accommodate a wide range of responses and opinions on community-university relations with respect to downtown revitalization and collaboration (Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1997; Healey, 2003; Holland, 2001; Innes and Booher, 1999, Keating and

Krumholz, 1991; Palma, 1992; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005). Drawing from the literature and field trip research findings, questions elicited opinions about downtown revitalization, roles of universities, universities and downtown revitalization, community-university partnerships, as well as strategies, recommendations, and advice for strengthening and encouraging universities' involvement in downtown revitalization.

Fourth, a selection of participants who were qualified to answer specific questions and issues about university and community collaborative planning partnership was done through target sampling (Jackson and Furnham, 2006; Rea and Parker, 2005). Using a web-based questionnaire survey and telephone interviews, these participants were asked to give their personal insights on issues relating to downtown revitalization as well as partnerships between community and university. These questions were presented in a web-based survey to obtain a wide range of responses from a target group of community and university representatives in over 250 mid-size cities across the U.S. and Canada. Finally, once these responses from the surveys were collected and analyzed (using frequency tables and percentages), recommendations to improve and strengthen community-university planning partnerships could be made (Jackson and Furnham, 2006; Rea and Parker, 2005).

Several research methods were employed to help answer the primary research question involving a literature review, a field trip, a web survey, and telephone interviews. Table 3.2b summarizes how this research program progressed through its various stages.

### **3.2.1. Literature Review**

The purpose of a literature review is to place the context of this research within the broader context of planning theory and practice as well as to demonstrate a broad and solid understanding of the subject matter. Part of this task is to review and document literature pertaining to a specific area of specialization and research methods. The area of

**Table 3.2b.** Progression of Research Stages

Research Stages	Purpose	Tasks	Timeline
1. Literature Review	To ground research by identifying and examining issues and opportunities relating to downtown revitalization strategies, collaborative planning, and the role of community and university.	Review of referred journal articles, government publications, professional associations and consultant reports	2003-06
2. Field Trip Research	To visit some of the top 20 mid-sized cities as identified in Filion <i>et al.</i> , 2004 and interviewing those individuals involved in downtown revitalization who can provide practical advice about the challenges, opportunities, and strategies of downtown revitalization with a focus on university involvement.	Work with CURA partners to establish research parameters and trip planning logistics	April to August 2005; January to April 2005
		Site visits to cities of Chattanooga, TN, Athens, GA, State College, PA, Asheville, NC, Charlottesville, VA, and Savannah, GA	November 2004
		Site visits to cities of Ann Arbor, MI, Madison, WI, and Rochester, MN	July 2005
3. Web-Based Survey	To develop questions which elicited opinions about downtown revitalization, roles of universities, universities and downtown revitalization, community-university partnerships, as well as strategies, recommendations, and advice for strengthening and encouraging universities' involvement in downtown revitalization.	Questionnaire design (closed and open-end questions)	August to November 2005
		UW Ethics Review and Administer web-based survey	November to December 2005
		Collection of Data and Analysis	January to April 2006
4. Telephone Survey	To further draw out and substantiate findings from fieldwork and web survey	Questionnaire design (semi-structured questions)	August to November 2005
		UW Ethics Review and Administer telephone survey	November 2005 to January 2006
		Collection of Data and Analysis	February to March 2006

specialization for this dissertation is planning for core area revitalization having a focus on mid-size cities and the roles of universities. The scope of this review is urban literature related to planning and urban revitalization of downtowns in Canada and the United States. The literature review did not include rural communities because of differences in dynamics, scale, and strategies from those of urban areas (Bunting *et al.*, (in progress); Robertson, 1995; Tyler, 1999).

Although some correlation/overlap exists between urban and rural planning (e.g. community economic development), the focus of downtowns in the urban context is

revitalization whereas development and growth are the main area of concerns in rural communities. Therefore, the literature in rural communities is limited in scope -- it cannot adequately address those issues and dynamics found within the urban context. A reading list, outlining a bibliography to the body of literature that interfaces between planning and urban renewal/revitalization, was prepared, submitted, and reviewed with advisors and committee members. This bibliography provided foundational readings in planning theory (models) and practice that will link core area revitalization and university roles with planning. This review included refereed journals that examine the intersections amongst planning, downtown/core area revitalization, and university-community relationships. Scholarly journals (refereed articles) and textbooks were selected because these are the most likely places where planning academics and theorists publish their work (Babbie, 2003; Palys, 2003; Rea and Parker, 2005).

A computerized literature search through the University of Waterloo Library was first conducted to obtain applicable resource materials. In addition, world wide web-based searches were used to find related publications from various sources such as national and local organizations/associations, government, and universities. These searches included course outlines of major North American Planning Schools (a syllabus having a focus on planning theory, urban revitalization and community-university partnerships). Consultant reports and business association reports were also included in the reading list to help document the historical context of revitalization.

These types of reports include proposed strategies, indicators, and methods (whether prescriptive or descriptive) associated with urban downtown revitalization and community-university partnerships. Within a historical context, strategies, methods and concepts can be illustrated only by not how factors influence planning theory and practice but also by the success and failures of revitalization efforts. Finally, having a graduate degree and professional career within an academic setting, the author was fortunate to be

able to discuss his research interests with various faculty members, who in turn, provided guidance (whether directly or indirectly) to enhance this research.

The context of the literature review first considered downtowns in Canada and the United States from a planning perspective and the issues that they face with respect to decline. Through an historical examination of the last 50 years (1950 to present), attempts to revitalize downtowns have been discussed. Historical analysis in professional planning is a valuable analytical approach to understanding past planning issues and helps to avoid repeating past mistakes (Abbot and Alder, 1989). Drawing from the literature, the varying styles of planning and external/internal factors were reviewed to illustrate their influence on the success and failures of revitalization strategies.

In addition, those strategies most suited to the situation faced by downtowns of mid-size cities had been presented as well as the lessons learned. The focus of literature then turned to the role of universities as they related to community engagement and outreach in downtown revitalization. The presence of institutions within, by, or in proximity to core areas had been identified as an essential ingredient to the successful recipe of revitalization (Bunting and Millard, 1998; Filion, 1987; Filion *et al.*, 2003; Florida, 1998; Ley, 1991, 1996). A review of the roles (i.e. types of activities that universities engage in with community) helped identify the factors that influenced this relationship/involvement. Benefits and tensions, of university involvement with core area revitalization were outlined, thereby drawing out lessons learned (or to be learned). The review provided the foundation in identifying issues, indicators, and strategies relating to downtown revitalization, role(s) of university, and community-university partnerships.

The literature review presented in Chapters 4 and 5 illustrated that a challenge for mid-size cities is to reverse the social, economic, and physical decline of the downtown. The body of research in Canadian mid-size cities related to downtown revitalization is surprisingly limited. Over the last decade, explanations of this decline have been

attributed to urban dispersion and central city economic descent (Bunting and Filion, 1999; Filion et al., 1999; Rowe, 1991). Planning practitioners and academics alike, however, still search for solutions based on anecdotal evidence drawn from a very limited number of observations (Gratz and Mintz, 1998). The need for new remedies, grounded in an understanding of present day downtown challenges, is evident. Recent works revealed that many such cities are indeed facing serious difficulties; however, some are enjoying success due to distinctive attributes (Filion et al. 2004; Lederer and Seasons, 2005). A university located within or in proximity to the downtown is considered one such attribute.

A preliminary investigation related to community-university involvement in downtown revitalization found that these partnerships are important and are based on mutual learning and engagement (Lederer and Seasons, 2005). Moreover, engaging community with university (or vice versa) to meet the needs of both partners is required so that meaningful solutions can be clearly articulated. The desired result is to plan, design, and manage downtowns leading to renewal efforts that are realistic and sustainable in mid-size cities. The knowledge created will lead to understanding the role of universities and how their decision-making and actions contribute to revitalizing these downtowns. Moreover, the lessons learned will be transferable to other mid-size cities with respect to collaborative planning between university and community.

### **3.2.2. Field Trip Research**

Over the last five years (2001-06), the Waterloo Community University Research Alliance (CURA) has been involved in researching downtowns of mid-size cities where this author has served in the capacity of Project Manager, Financial Advisor, and a Principal Research Investigator. To date, 38 projects have been supported by this program involving revitalization topics such as housing, urban design and architecture, transit and transportation systems, sustainability, safety, and urban art. One of these projects included identifying

successful downtowns of mid-size metropolitan regions across Canada and the U.S.

In July 2001, an Internet survey was undertaken that revealed a small minority of places had healthy downtowns (Filion et al., 2004). This research also demonstrated that in most cases, multiple actors are actively involved in maintaining a healthy downtown such as governmental (municipal and state/provincial), institutional (universities and hospitals), downtown business associations, economic development organizations, and heritage preservation/tourism organizations (Filion et al., 2004; Garret-Petts, 2005).

While Filion et al.'s (2004) research provided a broad picture of the strategies used, the overall context (e.g. economic base, urban design layout, political/ administrative structuring) required further investigation to determine reasons/factors behind the success of revitalization strategies. Working with local municipal and university partners of the Waterloo CURA, a sample of the top 20 cities identified as 'successful' from the Internet study conducted by Filion et al. (2001) were selected by the research partners for field trip study. These cities included Chattanooga TN, Asheville NC, State College PA, Charlottesville VA, Athens and Savannah GA in November 2004 and Ann Arbor MI, Madison, MI, and Rochester, MN in July 2005.

The research activities that occurred during the field trips included a collection of community profile data (socio-economic, land-use, transportation); collection of historical and current downtown revitalization policy and statutory documents; identification of key actors, partners and institutional arrangements; key informant interviews and focus group interviews to investigate the role of planners and key actors in revitalization; and site visit photography and/ or videotaping to document physical manifestation of revitalization strategies. Subjective assessments were also made for all city downtowns that were visited during both field trips.

The information collected helped serve this research in a number of ways. First, the data provided the researcher with an opportunity to work collaboratively with both academics and municipal (community) members in undertaking research. He was able to

observe issues that are faced in community-university collaboration and understand the parameters that each partner faced (Babbie, 2003; Palys, 2003). Second, it allowed the researcher to interact with key players and local experts (i.e. university and community) who have been involved in downtown revitalization and planning. The knowledge, expertise, and resources of the involved community are often a key to successful research (Babbie, 2003; Nyden and Wiewel, 1992).

A series of onsite interviews with 80 participants using semi-structured questionnaires in a round table discussion with key community and university representatives were conducted. This undertaking helped to elicit responses about downtown revitalization, urban design, marketing strategies, government structures, “town-gown” partnerships, and best practices of financing tools. Third, the field trip provided an opportunity to pre-test questions being developed for a web survey questionnaire and telephone interviews for this dissertation. The researcher was able to test and adapt questions drawn from the literature review relating to issues of having a university presence in or near the downtown as well as university and community collaboration.

Based on the panel discussions of field survey participants, the following factors were identified with respect to the role(s) of universities in downtown revitalization: university location with respect to the downtown; community land-use policies and revitalization strategies; university and community leadership and the level of support it provides; type and number of activities universities choose to engage; a university’s level of commitment to community outreach and mutual learning; universities as social and economic engines that help support downtowns; universities as places of innovation that can help advance and improve work and research on downtowns; and universities’ contribution to diversifying and enhancing a community’s agenda in downtown revitalization.

The discussion also included both the benefits and tensions (warnings) of “town-

gown” involvement with collaborative partnerships in downtown revitalization. The findings from the literature review and field trips helped frame the structure of a web-based questionnaire survey.

### **3.2.3. Web-Based Questionnaire Survey**

Surveys are a common research tool because they facilitate an efficient collection of data as well as examine and measure the relationship amongst variables (Fowler, 2002; Parker et al., 2004; Rea and Parker, 2005). Survey research techniques are often used to determine the need for new initiatives (needs assessment), the satisfaction of users or participants following a particular experience (user satisfaction), and to make judgments about the value of programs and services (i.e. program evaluation). Trochim (2000) points out that the general steps involved for survey design include setting goals (i.e. what do you want to capture?), determining target population and sample size (i.e. who will you ask?), determining questions (i.e. what will you ask?), survey pre-testing (i.e. test the questions), conducting survey (i.e. ask the questions), and analyzing the data (i.e. produce the report).

Due to the geographical distance, the researcher decided that a web-based questionnaire survey would best suit the primary data gathering. Internet technology continues to affect the way research is conducted especially within the field of social science (Ballard and Prine, 2002; Bandilla, Bosnjak, and Altdorfer, 2003; Berry, 2005; Couper, 2000; Czaja and Blair, 2005; Dillman and Bowker, 2000; Flowers and Moore, 2003; Kaye and Johnson 1999; Mollasso, 2005; Rea and Parker, 2005). Roztocki and Morgan's (2002) conducted a study of 299 researchers within various field of academia and found that researchers overwhelmingly agreed that web surveys were more efficient than paper surveys.

For planning research, the interest in web-based surveying is not surprising because it offers a number of distinct advantages over more traditional mail and phone techniques (Roztocki and Morgan, 2002; Rea and Parker, 2005; Schnolau et al., 2002; Sills and Song,

2002). Reducing the time and cost of conducting a survey and avoiding the often error prone and tedious task of data entry are two such benefits (Berry, 2005; Cronk and West, 2002; Medin et al., 1999; Zeldman, 2006). Web surveys also provide opportunities for variety in question structure, layout, and design not available in paper surveys (Couper 2001; Couper et al., 2001; Zanutto, 2001; Zeldman, 2006).

### **3.2.3a. Concerns with Web-based Surveying**

Although web-based surveying is attractive, caution is noted because there can be limitations. For this research, a number of criteria were considered before proposing an online survey such as level of access, computer literacy, and acceptance of participants. Currently, a main concern of Internet surveying is coverage due to sampled populations not having and/or choosing not to access the Internet (Couper, 2000; Crawford et al., 2001; Jackson and Furnham, 2006; Kay and Johnson, 1999; Selwyn and Robson, 1998; Rea and Parker, 2005; Zeldman, 2006). However, access is less a concern for particular target groups where connectivity is almost universal such as university campuses and municipal governments (Couper, 2000; Dillman et al., 2001; Rea and Parker, 2005; Zeldman, 2006). Since these two targets made up the sample survey, access and literacy to computers are less of a concern.

The use of web-based forms for surveying also poses a unique set of issues and challenges that need to be addressed to ensure the validity of the data (Schnolau et al., 2002). Because the Internet is a very public place, steps are needed to limit access to a survey especially by people who are not among those sampled by the researcher (Zeldman, 2006). One only has to "click" the mouse pointer on the "submit" button to respond to a web-based survey instrument once it is filled out. It is also quite possible for respondents to either mistakenly or purposefully submit multiple copies of their responses. Other issues concerning web surveys include privacy, computer expertise, and random sampling methods from general e-mail addresses (Zanutto, 2001; Schnolau et al., 2002). Fortunately, studies are being now

undertaken to learn optimal ways to structure and format Internet surveys that limit biases and increase response rates (Dillman et al., 2001).

Response rates for all survey types (including web-based surveys) have been declining since the 1990's (Dillman et al., 2001; Jackson and Furnham, 2006; Rea and Parker, 2005). For web-based surveys, the lower response rates may reflect coverage bias, inconvenience, type of Internet connection, a lack of familiarity with the media, and the hardware/software used in accessing the Internet (Crawford et al. 2001). It is also likely that the best way to design an Internet survey depends in part on the familiarity and comfort level of the respondents in using web browsers and email. Bosnjak and Tuten (2001) and Rea and Parker (2005) both suggest the use of many open-ended questions, questions arranged in tables, fancy or graphically complex design, pull-down menus, unclear instructions, and the absence of navigation aids as reasons for survey abandonment.

While some researchers have found that web surveys have had a lower response rate than mail surveys, some others have found that these rates are similar and in some cases higher when employing the following strategies:

- contacting participants prior to sending out the questionnaires, following-up with non-respondents, and including personalized email cover letter and reminders (Cook et al. 2000; Jackson and Furnham, 2006; Kittleson, 1997; Solomon 2001; Zanutto 2001);
- designing a web survey that is concise, plain and simple with limited graphics and colors to ensure that the surveys can be accessed and downloaded quickly (Dillman, et al. 2000; Solomon 2001; Rea and Parker, 2005; Zeldman, 2006);
- designing a survey that incorporates a welcoming screen, use of radio buttons, check boxes, Likert scales, and drop-down-menus (Couper 2001; Czaja and Blair, 2005);
- adapting traditional survey techniques such as pre-testing, filtering questions, and limiting open-ended questions (Gaddis 1998; Jackson and Furnham, 2006; Schnolau et al., 2003);
- adopting traditional questionnaire design layout (i.e. spacing, numbered questions, vertical layout); limiting line length, and ensuring all responses are placed on one screen (Czaja and Blair, 2005; Dillman et al., 2001; Frary, 1996; Zeldman, 2006);
- pretesting the questionnaire survey prior to going 'live' to ensure that the data downloads into the required format and design layout is consistent no matter what web browser is being used (Czaja and Blair, 2005; Zeldman, 2006).

Because web-based surveys are self-administered questionnaires, navigation and flow are particularly important (Redline and Dillman, 1999; Zeldman, 2006). Given the allure of

increasing the response rate, improving the quality of data collected, decreasing dissemination costs, and reducing errors in data conversion, there has been a proliferation of web-based tools for designing, disseminating, and analyzing surveys. Under the guidance of the University of Waterloo's (UW) Centre for Learning and Teaching Through Technology and the UW-ACE, *Survey Monkey*, a comprehensive web-survey programming tool was selected to deploy and analyze the questionnaire survey. A survey questionnaire (as outlined below) was incorporated into the programme adapting the strategies outlined above.

### **3.2.3b. Questionnaire Design**

A web-based questionnaire survey was designed to help gather information relevant to collaborative planning partnerships between community and university (Appendix A). This instrument was vital to help evaluate the relationships between community and university. It also helped to elicit information and opinions about the role of universities in downtown revitalization and issues faced by collaborative partnerships between community and university. When drafting a questionnaire, a list of variables was created containing key concepts and theory contained in the research question (Labaw, 1980; Sudman and Bradburn, 1983; Jackson and Furnham, 2006; Rea and Parker, 2005). Drawing from the literature review, these variables included the typology and geography of mid-size cities, downtown revitalization in relation to planning strategies, community and university partnership and their roles, and collaborative planning theory.

The questions used in the survey were critical because useful evaluations must respond to clearly defined issues or themes that stakeholders believe to be important (Babbie, 2003). In developing the questions, the researcher drew on literature adapted from other questionnaire methodologies in evaluating community and university partnerships as well as data collected from the previous field research (Jackson and Furnham, 2006). Based on these literature findings, survey questions were crafted specifically to i) determine common

social, economic, and political attractors of universities that help support downtowns; ii) outline the types of university activities (both directly and indirectly) that support downtowns; iii) document specific community-university projects that work towards revitalizing their city's downtowns; and iv) draw out the benefits and tensions associated in university involvement as well as the lessons learned.

The questionnaire was divided into the following thematic sections: i) downtown revitalization, ii) role(s) of universities, iii) universities and downtown revitalization, and iv) community-university partnerships (see Appendix A). In addition to these four themes, a final section was included relating to strategies, recommendations, and advice that respondents could offer with respect to community-university partnership. For each section, respondents are given a series of closed and open-ended questions as well as questions/statements that they can rank with regard to importance and/or level of agreement.

For downtown revitalization, general questions about positive and negative factors associated with downtowns have been developed (Birch 2002, Brown, 2003; Filion et al., 2004; Filion, 2006; Kotkin, 1999; Kretzmann and McKnight, 1993; Leinberger, 2005; Lorch and Smith, 1993; Robertson, 1995, 2003; Wells, 2004; Zacharias, 2001). Questions geared towards the roles of universities with respect to downtown will help identify the location of a university in a community as well as its proximity to the downtown (Holland 2001; Perry and Wiewel, 2005; Reardon, 2001, 2005; Sherry, 2005; Wiewel and Knapp, 2005). Additional questions touch upon the roles of a university in the community, with a gradual focus to downtowns (Calder and Greenstein 2001; Hahn et al., 2003; Holland 2001; Meyer and Hecht, 1996; Perry and Wiewel, 2005; Reardon, 2001, 2006; Sherry, 2005; Wiewel and Bronski, 1997; Wiewel and Leiber, 1998; Wiewel and Knapp, 2005).

The next section, Universities and Downtown Revitalization, proposes a number of questions that help identify the most important contributions /roles of universities as well as factors that either limit or encourage roles in downtown revitalization (Boyer, 1990; Campus

Compact, 2000; Cisneros, 1995; Fannie Mae Foundation, 2001; Harkavy, 1997; Holland 2001; Reardon, 2001, 2005; Sherry, 2005; Wiewel and Bronski, 1997; Wiewel and Leiber, 1998). Community and university partnership are then examined with respect to the time, type, limitations, and barriers (Cisneros, 1995, Hahn et al., 2003; Rodin, 2005). Additional questions have been developed to help assess the type of roles commonly found in partnerships for downtown revitalization and to evaluate the collaborative work between them (Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1996; Healey, 2003; Holland, 2001; Innes and Booher, 1999, Keating and Krumholz, 1991; Palma, 1992; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005).

Finally, the last section involves identifying strategies, recommendations, and advice about community-university partnerships (Baum, 2000; Chaskin, 2005; Cox, 2000; Ettlinger, 1994; Fannie Mae Foundation, 2001; Reardon, 2005; Wiewel and Lieber, 1998; Walsh, 1998; Wiewel and Knapp, 2005). Questions relating to collaborative community-university partnerships have been tailored to determine the most important aspects of successful relationships (Diduck, 2004; Forester, 1999; Healey, 1998, 2003; Innes and Booher, 1999; Lauria and Wagner, 2006; Lederer and Seasons, 2005; Takanashi and Smitty, 2001; Thomas, 1998; Wiewel and Knapp, 2005).

Data analysis consisted of coding questionnaire responses for closed-ended questions (Q1, Q4, Q8-Q11, Q13, Q14, Q17-Q26, Q28, and Q29). For open-ended questions (Q2, Q3, Q5-Q7, Q12, Q15, Q16, Q27, and Q30, analysis consisted of searching for patterns and anomalies, and matching patterns found in the data with components of the conceptual framework (Miles and Huberman, 1984; Palys, 2003). Once general themes of key variables were established, they were categorized and analyzed using frequency tables and simple percentages (Miles and Huberman, 1984; Rea and Parker, 2005). In terms of reporting procedures, confidentiality of participants was maintained by presenting their responses in a group format. As far as possible, the researcher also amalgamated responses into general

themed categories (Jackson and Furnham, 2006). Specific individuals are not identified except on the basis of the group they represent. Furthermore, quotations from respondents were noted, which summarize the sentiments of the survey group; these responses, however, were not quoted individually. The questionnaire was used following the endorsement from the University of Waterloo's Office of Research Ethics that was provided on November 11, 2005.

### **3.2.3c. Survey Participation and Database Development**

A target group was used based on representatives from university and community who have been involved in partnership in one capacity or another. A database on mid-size cities developed by Filion et al. (2004) was used as a reference point (see Appendix B). A cross tabulation with those cities that have universities in or in close proximity to their downtowns was undertaken to help narrow the focus of this research study. Using the "Google" web search engine, the name of the mid-size city and the word "university" were entered to identify the location of the universities within the local vicinity. As part of the services offered by Google, a map showing the location of universities in relation to the downtown was included as part of the searching service. Once the university was identified, an email database was developed by visiting each university and municipal website.

Email addresses of representatives from various departments were collected (i.e. for universities - the University Relations Office, Development Office, President's Office, and Community-University organizations/committees; and for municipal governments - the Mayor's Office, the Planning and Development Office, the Economic Development Office, the Community Development Office, and Downtown Revitalization/Redevelopment Office, Local Chamber of Commerce, and local Neighbourhood Associations). In addition, other data sources from various organizations in the United States (e.g. Office of Community-university Partnerships and Housing and Urban Development Project) and Canada (e.g. Social Sciences and Research Council of Canada, Ministry of Colleges of Universities, and Federation of

Canadian Municipalities) helped further identify those universities involved in downtown revitalization. Correctly determining the target population is critical; it should represent the targeted users of the interface and bias should be eliminated (Trochim, 2000).

A survey pre-test was undertaken using 10 community and university representatives to test question sequence and structure, grammar and diction, timing, and overall comprehensiveness. The rationale behind testing like this is to identify the problems as early as possible to prevent researchers from wasting time and money (Trochim, 2000). Based on the pre-test, some questions had to be combined and reworked to ensure clarity, programming, and timing. In particular, Question 11 incorporated additional indirect impacts of universities such as employment opportunities, spin-off retail, real estate, commercial developments, labour force work skills, and architecture. Question 7 was added as pre-test respondents felt it would be beneficial to include a listing/ranking of successful downtowns that could be compared to the Filion et al. 2004 study.

It was also suggested that a general definition of community-university partnership should be included in the introduction of the survey to provide participants with a common ground of understanding especially when considering their responses. To ensure that the questionnaire survey was less biased to university representatives, Question 12 was reworked from “Who should the university involve regarding a partnership with community?” to “Who do you think should be involved in a community-university partnership?” Question 20 was reworked to balance statements regarding partnerships so a number of “negative” items relating to university treatment of community partnerships, time and funding limitations, and inflexibility between partners were added. Likewise, statements about lifestyle conflicts, marketing and development, housing, and economic spin-offs were added in Question 14 to ensure that the roles of university were equally representative (i.e. positively and negatively). All these changes were submitted to the UW Office of Research Ethics on October 28<sup>th</sup>, 2005 for review, and final approval was obtained on November 11, 2005.

On November 25, 2005, an invitation was sent to all web-based participants that provided an introduction to the survey research (Appendix C). The purpose of sending this invitation was twofold. First, it provided potential participants with an overview of the research, time commitment required to complete the questionnaire, and the opportunity to participate or not (Dillman, 2000). Second, it provided a means to confirm email addresses. Of the 1000 emails initially sent, 200 bounced back indicating that emails were either inactive or unreachable. These addresses were removed from the email database and a second email invitation with the link to the web-based questionnaire with instructions was sent on December 2, 2005.

Email reminders that included a direct link to the questionnaire were sent to all participants on December 9, 2005 as well as January 2 and 9, 2006 (Appendix C). This tactic served well to increase the response rate. The first reminder yielded an additional 75 respondents (from 132 to 207 participants) while the second and third email reminders yielded an additional 47 (from 207 to 254 participants) and 16 respondents (from 254 to 270 participants), respectively. From an initially selected sample of 800 respondents, 270 participants returned the survey (33.75% response rate). This is an excellent rate of return given that the average response rate for such surveys ranged between 5% and 10% (Dillman et al., 2001; Jackson and Furnham, 2006; Rea and Parker, 2005).

#### **3.2.3d. Telephone Interviews**

Those mid-size cities having universities located within or in close proximity to the downtown were contacted for a telephone interview. The purpose of these interviews is to further draw out and substantiate findings from the fieldwork and web-survey (Dillman, 1978; 2000). Primarily, these types of interviews involved semi-structured questions that restrict certain kinds of communication but allow freedom to discuss a specific topic. The interviewer has the freedom to change some questions or the sequence of the questions according to the

reactions of the users. Interviews are participatory since they require both the interviewer and the participant to join in an interactive conversation allowing for in depth exploration of various issues (Preece et al., 1994). The most important types of interviews are face-to-face interviews and telephone interviews. Telephone interviews enable a researcher to gather information rapidly, allowing for some personal contact between the interviewer and the user (Babbie, 2003).

As presented in Appendix D, questions for the telephone interview were much more generic than those posed in the web-based questionnaire (Fawler, 1993). Consisting of five broad-based questions, the topics touched upon downtown revitalization, the influence of university population size and location proximity to the downtown, a university's contributions in downtown revitalization, required roles for community-university collaborative partnerships, and recommendations/advice to support a university presence and collaborative effort in downtown revitalization.

Because these questions were open-ended, respondents were free to give their opinions and perceptions related to the five topic areas. As Babbie (2003) and Palys (2003) remind us, the researcher can engage and encourage participants through conversation, helping them to elaborate or explain their answers. (i.e. What do you mean by that? That sounds interesting, what was the outcome? Why would they consider that strategy?). Telephone participants were selected using every 10<sup>th</sup> person from the initial 800 participants email database. When these individuals were contacted, a script was used to explain the purpose of the questionnaire and confirm participation in the telephone survey (Appendix D). Of the 80 respondents, 22 agreed to participate in the telephone survey resulting in a response rate of 27.5%.

### **3.3. Research Limitations**

The general research approach for this dissertation is based on qualitative methods. The research program is supported by web-based surveys and telephone interviews. These research tools employ semi-structured interviews where participants can answer questions with respect to what they think is pertinent. These research tools rely on participants' interviews for honesty and candour (Seale and Silverman, 1997). However, these tools cannot distinguish between fact and fiction. In addition, results are presented using a group format, which makes it difficult to extrapolate individual responses.

A target sample of respondents was used for this research and self-selected by the researcher. It is not always possible to undertake a probability method of sampling (Bloor, 1997; Seale and Silverman, 1997). Moreover, a probability sample with a poor/low response rate will not provide a particularly good representation of the population being examined (Bryman and Burgess, 1994). There may be circumstances where it is not feasible, practical, and/or theoretically sensible to do random sampling (Seale and Silverman, 1997). Kuzel (1992) reminds us that there may not be a complete sampling frame available for certain groups of the population (e.g. the elderly, youths, teenagers, shoppers, students, tourists, and sports fans. Community-university partnerships are included in such groups

Non-probability methods are less expensive and can be used in exploratory research when a sampling frame is not available - especially when a population is so widely dispersed and diversified (Miller and Dingwall, 1997; Seale and Silverman, 1997). Qualitative research usually aims to reflect the diversity within a given population rather than aspiring to statistical generalizations or representations (Kuzel, 1992). When the target group is difficult to access, locate, and recruit (e.g. community-university partners), self-selection (or purposive samples) of participants may be the best and only option. It is particularly relevant when one is concerned with understanding perceptions, problems, needs, behaviours and contexts of a particular group (Bloor, 1997; Richardson, 1991).

These sampling frames are especially useful for situations with a target group, where standardize data sets are unavailable, and where sampling for proportionality is not the primary concern. Purposive sampling offers researchers a degree of control rather than being at the mercy of selection bias that could be inherent in pre-existing groups (Mays and Pope, 1995). Researchers deliberately seek to include “outliers” conventionally discounted in quantitative approaches (Bloor, 1997; Miller and Dingwall, 1997).

This research is limited primarily to the sampling frame and validity of data. The target population sample was specifically geared towards university and community decision-makers who were involved in some partnership relating to downtown revitalization. This author decided that the research question was best served through use of a target population that had broad-based knowledge, expertise, and experience with community and university relations (MacNealy, 1999; Palys, 2003). A selected case study approach would have provided more details and understanding of more localized issues about community and university relationships.

However, he felt that a broad-based and targeted sample of all mid-cities across the U.S. and Canada would provide an overview of issues and strategies relating to community-university collaborative planning efforts. In doing so, this research will help contribute to the foundation of existing work in this topic area. This approach was based on the literature review findings of this research topic (i.e. limited research on community-university collaborative planning partnerships in downtown revitalization). The research findings can be used as background information for case study approaches where specifics on issues and strategies can be more readily ascertained.

An issue with data validity is another research limitation. To ensure the accuracy and authenticity of data, a series of steps to verify information is required (Creswall, 1994). For the web-based survey data collection, a filter in the web-based survey program was included to limit multiple responses by only allowing one submission per IP address (a computer

identifier). Participants could save their data and revisit their answers until they clicked on the “submit” button found at the end of the survey. To further address the issue of multi-responses, the overall database of participants was reviewed for identical answers. Based on this review, no identical answers were found.

Validity is also a concern with respect to multi-perspectives from respondents. As Neuman and Wiegand (2000) and Palys (2003) point out, there is no single view of reality and validity. To achieve multi-perspectives from respondents, therefore, a triangulation technique was used to employ various types of measures and data collection techniques to examine similar variables (i.e. literature review, field trip, web-based survey, and telephone interviews). By comparing different sources of information to articulate patterns of responses, participants’ testimony can be tested for validity (Jaeger, 1988; Lincoln and Guba, 1985).

Due to space and resource limitations, little concern was given in examining details about the collaborative process between community and university partnerships (i.e. mediation, negotiation, and consensus-building). This type of examination would be better suited through a case study approach where such processes can be juxtaposed against a community’s historical, cultural, socio-economical, and physical characteristics. Instead, the researcher wanted to survey a broader audience and be able to identify the main collaborative themes that surveyed participants felt were the most important -- especially in relation to mid-size downtown revitalization and “town-gown” relations.

This research is also not interested in determining what proportion of a population gives to a particular response as well as the emotional and motivational factors behind respondents’ involvement with community-university partnerships. It is more concerned about obtaining ideas about community-university partners regarding roles, representation, collaborative principles, barriers/opportunities, and strategies and advice.

### **3.4. Summary**

Community-university partnerships have multiplied due to the ever-increasing complexity of planning problems as well as decreasing resources in the public sector. However, little empirical research had been conducted on the role of universities in downtown revitalization initiatives, especially in mid-size cities. There is not a large body of literature on community-university partnerships and little effort has been put forth to rigorously evaluate the successes and failures of such collaborative ventures. Given the review of the available research, universities appear to be playing an important role in downtown revitalization. Further research, however, is required to understand the collaborative nature of the community and university partnership -- this dissertation examines such partnerships with respect to understanding the roles, opportunities, and limitations to downtown revitalization.

This research uses a number of methods to collect data such as a literature review, field research, a web-based questionnaire survey, and telephone interviews. The strength of a mixed-method approach in planning research lies in its "triangulation" of multiple sources of data. By combining methodologies, the potential for multiple perspectives and validity of data is increased. It also enhances the value of the investigation as each can extend the usefulness to both practicing planners and researchers. The knowledge gained from this research will help inform planners and policy-makers in illustrating how these partnerships can facilitate downtown revitalization.

## **Chapter Four: A Historical Review of Planning Urban Downtown Renewal/Revitalization**

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The purpose of this chapter is to provide an overview of urban renewal and/or revitalization within the context of downtown. Issues and opportunities exist that significantly contribute to the changing social, economic, political, and environmental landscape. Since the 1920s, this shifting landscape -- from localized to globalized economies, from a resource-based to a knowledge-based economy, from resource management to sustainable development, from centralized to decentralized local government services -- has influenced not only the way we look at the world but, more importantly, how we plan it.

Within the field of planning, one such area of academic inquiry and discourse has been urban renewal and revitalization with the downtown being a primary focus. To begin this chapter, the downtown is defined, followed by a discussion of its growth and decline. A distinction between urban renewal and urban revitalization is also made to further understand how planning thought and practice have changed over the 20<sup>th</sup> century. From a planning perspective, a history of urban renewal and revitalization and the factors behind its success/failures will be provided.

### **4.1. The Downtown Defined**

To date, no universal definition of “downtown” exists (Birch, 2002; Robertson, 1995; Tyler, 2000). The United States (US) Census Bureau and Statistics Canada do not provide statistical definitions. These federal agencies provide more generalized definitions that incorporate the downtown within metropolitan statistical areas or urban core areas,

respectively<sup>4</sup>. Geographical definitions of downtowns focus primarily on spatial distribution patterns through the use of zones and sectors. Classic postulations are illustrated in works such as Ernest Burgess's "Concentric Zonal Theory" and Homer Hoyt's "Sector Theory"<sup>5</sup> depicting downtowns in central locations (Johnson *et al.*, 1994).

From an economic perspective, downtowns are defined by how much they can contribute to a city with respect to their share of the tax base and their ability to attract major public and private investment (Logan and Molotch, 1987). Here, the "downtown", commonly known as the central business district (CBD), is identified with the commercial core. It is often considered the economic "heart" of the city containing the highest density, higher order goods and services, market rents, and corporate offices (Coffey, 1996; Curtis, 1994). Finally, a "political" definition of downtowns is equated with local government whereby downtowns are subject to changes in land use regulations, policies, and political agenda (Stone, 1989).

Therefore, the definition of downtown is elusive (Birch, 2002:17), encompassing many terms, interpretations, and meanings. Other terms such as "core areas" and "central cities" are used when referring to downtowns and are used interchangeably in academic discussion and study (Filion, 1987; Ford, 1994, 1998). For the most part, these terms refer either to a traditional downtown or to central business districts (CBD) plus adjacent districts whether they are commercial, residential, or industrial in nature (Filion and Bunting, 1988; Seasons, 2003). Their roles (e.g. centres of commerce, business, community activities, and service), spatial form (e.g. dispersed or compact), city size (e.g. metropolitan, mid-size, edge city, and rural),

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<sup>4</sup> The US Census Bureau does provide a definition of a central city as the urban and economic nucleus of the Metropolitan Statistical Area (MSA) limiting either populations of at least 250,000 or employees of at least 100,000 working within the city limits. Metropolitan Statistical Area (MSA) is an area containing a large central city and adjacent area that are economically integrated as measured by commuting patterns and population density. Statistics Canada uses the term "urban core" defining it as an urban area around which a census metropolitan area (CMA) or census agglomeration (CA) is delineated and having a population (based on the previous census) of at least 100,000 persons in the case of a CMA or between 10,000 and 99,999 persons in the case of a CA (for further information link to [www.stancan/english/census2001/dict/geo050.htm](http://www.stancan/english/census2001/dict/geo050.htm)).

<sup>5</sup> The Burgess theory of concentric zones posits a single centre for a city that has the greatest access and competition for space. According to Burgess, the city is comprised of concentric rings (e.g. manufacturing, residential, and industrial) radiating out from the centre where land values and population density tend to be highest but gradually decrease toward the periphery of the city. These outlying areas tend to be more affluent incorporating a higher socioeconomic status and lower densities. Homer Hoyt recognized some of the limitations of Burgess' model and "refined it to describe cities consisting of pie-shaped sectors representing different types of economic activities" (Newman, 1991:237).

and structure (e.g. physical built and design), social, economical or political) are constantly changing as they are reacting and adapting to their changing environment (Birch 2002; Bunting and Filion, 1999; Bunting and Millward, 1998; Hall, 1989; Jacobs, 1961; Rannels, 1956; Robertson, 1995).

Despite these definitional limitations, downtowns share common characteristics such as a central business district, access to transportation networks, and supply of high-density buildings. Downtowns are considered the symbolic and functional heart of a city, acting as a barometer of its overall health and stability, as well as being the place for the primary business district and for public investment (Filion, 2006; Robertson, 1995, 1999). They are considered either as a place -- a centre of commerce, cultural identity and community where people co-exist in their residential, professional and night life (Gruen, 1964; Jacobs, 1961; Kotkin, 1999; Robertson, 1995, 1999; Rypkema, 1992) -- or a process where we encounter and exchange goods, services, activities, and ideas (Gad and Matthew, 2000; Grant, 2003; Hall, 1989; Whyte, 1980).

Tyler (2000:2) believes that downtowns are the centre of urbanized areas: "The economic core of most urbanized regions and that they have traditionally been the centre of community activity and still present the principal image of a city." Bunting and Filion (1988) offer a more empirical definition of core areas where they can be circumscribed to overall city size ranging out from the central business district to either 1.5 km (for population less than 1 million) or 2 km (cities with populations over one million). However, they recognize that this description is somewhat arbitrary. For the purpose of this examination, "downtowns" and "core areas" are articulated to be synonymous. They include a traditional central business district and surrounding neighbourhoods (whether commercial, residential, or industrial in nature) and are both place and a process -- a dynamic presence -- that continuously supports, reacts, and adapts to interactions amongst people and activities on a local, national, and global level.

## 4.2. Decline and Growth of Downtowns

A review of the downtown literature reveals that various *inter-urban* (between and among cities) and *intra-urban* (within a city or site specific) factors influence the decline or growth of downtowns (Broadway and Jesty, 1998; Coffey, 2000; Mosher et al., 1995; Ley, 1991; Hall, 1989). Interurban factors include the economy (i.e. investment opportunities, diversity of function and activity and orientation of economic activity), size (i.e. large, medium, small), and quality of life (i.e. image of place/sense of place) found throughout a city (Bourne, 1991; Coffey et al., 1996; Coffey, 2000; Ley, 1991). Intra-urban factors have to do with the close proximity to natural features (e.g. waterfront), social context of the downtown, educational institutions, and heritage landmarks or historic districts (Robertson, 1995; 1999).

Bourne (1991) offers various hypotheses to explain the decline of downtowns, ranging from natural evolution (e.g. life cycles stages) and pull-obsolescence (e.g. struggles between suburban and inner cities) to fiscal crisis (e.g. tax base decline), and structural factors (e.g. economic shifts and technological advancements). Broadway (1995) suggests that these hypotheses are embedded in theories of post-industrialism and modern capitalist economies. Although all cities must deal with and adjust to macro-economic and demographic shifts, they do so at different rates (Broadway, 1995; Bunting and Millward, 1998; Filion et al., 2004; Florida, 2003; Leinberger, 2005; Ley, 1996; Well, 2004). Canadian cities have remained relatively healthy and stable in comparison to those in the US, but many of them are showing signs of decline (Bunting et al., (in progress); Filion et al., 2004; Mercer and England, 2000; Robinson, 1999a).

The downtown has received a great deal of attention from researchers and policy-makers regarding its apparent decline<sup>6</sup>. Although “decline” is not explicitly defined in the

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<sup>6</sup> Decline denotes deterioration and can transpire over a given period of time -- occurring within minutes (e.g. stock market crash) or over several decades (e.g. erosion of human capital or deterioration of a city's infrastructure). It is considered a symptom of

reviewed literature relating to downtown research, it is implied through the use of indicators, subjective terms, and statistics.

*Indicators* have been used primarily to monitor change and can perform many other functions such as measurement, trend identification, description, and instigation (Hoernig, 2001). They relate mainly to traditional (e.g. economical, social, and environmental), integrative (e.g. quality of life, sustainable development, and healthy community) and performance measures indicators (Seasons, 2003). For this reason, downtown decline has been implicitly referenced as negative, marked by lack of pedestrian-based activities, closure of major businesses (e.g. major department stores, locally-owned establishments, and cinemas), increased crime, decreasing social and human capital, lack of green space, crumbling infrastructure, abandoned and/or deteriorating buildings, increasing slum areas, high vacancy rates, and negative public perceptions (Jacobs, 1961; Lynch 1960; Perskey and Wiewel, 1995; Tyler, 2000; Robertson, 1995, 1999a, 1999b).

Some have used more *subjective and pejorative terms* when describing the state of downtowns such as wasteful, inefficient, disastrous, scary, dying, and ugly (Jacobs, 1961; Lynch, 1960), whereas others have presented statistics and trends analyses related to migration flows, population projections, and employment growth/decline. More specifically, *statistics* have been provided to illustrate decline that include, but are not limited to, migration flows, population shifts and density, demographic change, job growth and decline, retail sales, office vacancy rates, and household density. Primarily, the use of such statistics compares the downtown with suburbs.

Although the literature has focused mainly on downtown decline, new research is now documenting a reversal of past trends of the “suburban gain-downtown decline” dichotomy. Large-scale projects (i.e. sport stadiums, complexes, and entertainment multiplexes) are

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change prompted by either a significant event or a culmination of smaller ones (Thompson, 1967). Decline marks the first stage in a downward spiral followed by a second stage of decay; its indicators are not only complex but must be anticipated quickly to adapt positively to change (Greenhalgh, 1983).

attracting people to the downtown as evidenced in cities across the US such as Cleveland, Ohio; Dallas, Texas; and Washington, DC. Information and knowledge-based services relating to finance, insurance, commerce, securities and investing, education and a host of professional services continue to be a strong physical and economic presence in downtowns (Ford, 1998; Perskey and Wiewel, 1995). In 2001, the Fannie Mae Foundation in Washington D.C. and the Brookings Institution Centre on Urban Metropolitan Policy issued a joint report entitled *Downtown Rebounds*, and noted that 18 downtowns experienced increases in their populations in cities such as Philadelphia, Chicago, Detroit, Dallas, Cleveland, and Washington with Houston having a 69 percent increase between 1990 and 2000.

Other publications relating to demographic and economic interrelationships also suggest that migration patterns of people, goods, services and activities are intricately linked to the strengths and weaknesses of downtowns. Those downtowns offering the right mix of amenities to the greatest number of people are the ones more likely to experience growth and stability. For example, a rich diversity of population groups and lifestyles, historically significant architecture, extensive nightlife entertainment, and a diversity of ethnic restaurants and specialty shops have been cited as important amenities (Filion et al. 2004; Robertson, 1995; 1999a).

The combination of pedestrian-based activity, the uniqueness of landscapes, reputation, historic streetscapes, a well developed transit system, waterfronts, recreational opportunities, and entertainment complexes further add to the assurance of continued stability of downtowns. A strong and healthy core area will attract people and investment to its surrounding neighbourhoods. Filion (1987), Florida (2003), Foot (1998), Kotkin (1999), and Ley (1991) all contend that the emergence of a new middle, creative class associated with cultural and lifestyle values appears to be an essential element in the health and vitality of the downtown. Often coined the “new urbanites”, they are primarily made up of two groups: immigrants who are highly skilled and business entrepreneurs and native-born migrants who

are largely young, single, well-educated, and childless (Foot, 1998; Ley, 1996). Other equally important groups who can be both considered prime candidates to downtown living are the older baby boomers -- now at an age where their children are heading off to university -- as well as those students who are heading to university and want to live off-campus (Charbonneau, 2003; Foot, 1998; Ley, 1996).

The decline and growth of downtowns is highly conducive to a number of internal and external factors that influence their structure and form. Among these factors, more apparent and perhaps receiving the greatest attention is city size and its relationship to a downtown. A hierarchy of cities has been developed where a city's wealth is linked directly to its ability to attract growth (Logan and Molotch, 1987). "World Class" cities and "Innovations Centres" tied to the knowledge-based economy are found at the top of the hierarchy whereas "industrial" cities whose economies are not oriented to post-industrial functions are found on the bottom (Logan and Molotch, 1987; Bourne, 1991).

Vermlynn (2000) further classifies cities as i) global ("epicentres" of world finance, commerce, medicine and education such as New York, London, and Tokyo); ii) national (centres of political, commercial, cultural, and entertainment activities such as Los Angeles, Chicago, Toronto, Atlanta, and Washington); and iii) regional (smaller in size having a more local role in banking, retail and entertainment (e.g. Cleveland, Ohio; Syracuse, New Jersey; and Kansas City, Kansas). More recently, other classifications have included "Edge Cities" (e.g. North York, Ontario) and Midtowns (e.g. Manhattan)<sup>7</sup>.

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<sup>7</sup> Edge Cities, a term first coined by Joel Garreau (1991), are described as a substantial clustering of office and industrial complexes located away from the a city's traditional CBD; they are considered a self-contained city located on the periphery of an older city and primarily specialize in knowledge-based industry. Midtowns are centrally located nodes of economic and social activity that once served as distinctive shopping, office, and entertainment nodes separated from the downtowns but have grown and connected with adjacent districts (i.e. industrial, institutional, and residential) to "greater downtowns" (Ford, 1998). Typologies of midtowns include: i) downtown overflow (e.g. Yorkville area in Toronto), ii) major spine or boulevards (e.g. Peachtree Spine area in Atlanta), iii) cultural/university centres (e.g. University Circle of Cleveland), iv) neighbourhood and/or inner suburban commercial districts (e.g. Beverly Hills), v) Older Mall and Office Complexes vi) large, centrally located infill sites (e.g. Prudential Center in Boston).

Regardless of classification, each city must deal with both the opportunities and the constraints presented to it. However, those larger metropolitan areas (e.g. over 500,000 in population) tend to enjoy the benefits attributed to size. Whereas these larger downtowns can often take advantage of extensive public transit systems, compact core areas, large-scale attractions, and the presence of large multi-corporations and institutions, many downtowns in the mid-size city cannot. Researchers are looking increasingly into understanding the general structure and functions of the mid-size city and the factors affecting either downtown decline or growth.

#### **4.3. Urban Renewal and Revitalization**

To begin to understand the mid-size city structure, the terms “urban renewal” and “urban revitalization” must be delineated because they denote two very different meanings about the prevailing mindset that influenced various approaches to downtowns. For planning, the modernist-postmodernist dichotomy has served as a way to understand the theoretical and philosophical underpinnings and doctrines that have transpired over specific time periods. Both urban renewal and revitalization consider the same goals such as reducing unemployment; increasing property values; eradicating urban blight; reducing crime; providing affordable housing and diverse services; maintaining a quality of life; improving/beautifying the built environment; and attracting new investment through business creation. Their approach to reaching such goals, however, is different because of the political, social, and economic influences that have prevailed over certain times and places.

Definitions vary and mean different things to different people. The term urban “renewal” was first coined in 1954 in a U.S. federal government report that looked at urban downtown issues (i.e. urban decay) that had been occurring in American Cities (Lang and Sohmer, 2000; Scott, 1969). It became associated with the modernist movement, relying heavily on urban design principles to deal with urban decay issues such as unsanitary

conditions, deficient and obsolete housing, haphazard land-uses, and congestion problems characteristically found in the downtown of large cities. Urban renewal encapsulated an era of mass clearance and demolition of urban slums to ensure that order, efficiency, and function of city health were assured. Primarily, elite groups made the decisions with no public input. By the late 1980s, modernist planning ideals and mainstream theories and practice fell under attack because they could not deal appropriately with the rapid changes in urban structure, local politics, and culture practices (Beauregard, 1989; Fillion, 1995; McKnight and Kretzman, 1993; Robertson, 1999; Tyler, 1999).

Under a post-modern banner, the term “revitalization” was introduced in academic and professional work. No longer sitting in the industrial age paradigm of high rises and massive factories, revitalization lies in the recovery of pre-industrial roles as centres of the arts, entertainment and face-to-face tradition (Dear, 2000; Harvey, 1989; Goodchild, 1990). Although emphasis was previously placed on the economic need of the city, recently the social, historical, and cultural needs have become equally important. Revitalization implies “reinventing” and no community can do that without first knowing what kind of downtown it wants (Beauregard, 1989; Goodchild, 1990). It represents a new holistic and more localized approach – considering all aspects of city life that involves public decision-making through networks of partnerships made up of residents, government officials and related professions, agencies, and business groups.

Urban renewal and revitalization efforts have focused primarily on the downtown. This area has experienced the greatest changes, whether growth or decline related. For the most part, the downtown is considered functionally and symbolically the “heart” of a city (Gruen, 1964; Jacobs, 1961). The overall health of a community is greatly influenced by the viability of its downtown (Robertson, 1999; 2001). Downtown symbolizes the heritage of the community and provides a sense of identity. A vital downtown features unique shopping and dining opportunities, tourist attractions, employment possibilities and recreational outlets to residents

and visitors. These translate into economic stability through higher property values and increased sales tax collections that benefit public budgets (Logan and Molotch, 1987).

Revitalizing downtown can stimulate business growth, maximize the utilization of public resources and provide tax diversification (McCarthy, 1997). From a community development view, it can help encourage affordable housing for both marginalized and lower income groups. Haque (2001: 278) notes that in addition to symbolizing the entire locality's perceived quality of life, the downtown's economic health directly affects the whole community. People see a healthy core, regardless of size, as integral to their overall heritage, tax base, social health, image, sense of community identity, and economic development appeal (Robertson, 2001).

Urban renewal and revitalization strategies are based on improving the focus on a number of issues. Tyler (1999) provides the following three categories under which revitalization strategies are found: financial (e.g. tax reforms, tax abatements, tax credits, and small business loans), physical improvement (e.g. design guidelines, streetscape improvements, heritage districts, waterfront redevelopment, and pedestrian walkways) and functional strategies (e.g. economic development, regulatory zoning, marketing, parking, and business improvement areas).

Robertson (1995, 1999) documents a number of strategies in his assessment of downtown revitalization that relate more to physical and economic dimensions of revitalization such as infrastructure development, business activity, transportation improvements, and supplementary downtown functions. Other researchers have focussed on the political dimension (governance and leadership) as well as social issues (community development, affordable housing, marginalized groups). Regardless of the category provided, the message is clear that revitalization touches upon and considers all aspects of the downtowns.

#### **4.4. History of urban renewal and revitalization - A Planning perspective**

Although much of the planning literature discusses urban renewal and revitalization from the 1950s onwards, similar work can be traced back to the beginning of the 20<sup>th</sup> century. During this time, the negative influences from industrialization (i.e. unsanitary conditions, social disorder, and congestion) were paramount (Peterson, 1983). To help eradicate this situation and improve public health, urban reforms were prepared that held utopian visions and beliefs in function, order, and design. The modernist movement was thus conceived and dealt not only with diminishing environment from excessive industrial capitalism but cities that were organized inefficiently by capitalists (Beauregard, 1989).

##### **4.4.1. 1920s City Beautification**

Urban planning, therefore, arose as a professional activity spearheaded by architects, engineers, and designers whose focus were on city beautification efforts (i.e. City Beautiful (1900-1920s) and the Garden City in the 1920s)<sup>8</sup>. In particular, these “modern” planners were concerned only with the physical arrangement of activities, and designed grandiose plans accordingly. Radial streets, boulevards, and parks supported public health by opening space to city dwellers with connections to nature and recreational experiences (Keeble, 1952; Perks and Jamieson, 1991; Richardson, 1994; Taylor, 1998). The downtown, being viewed as the natural hub of everything (i.e. commercial, retail, finance, and institutional activities and services), was designed accordingly.

By 1920, professional planning institutes were established in both the U.S. and Canada to help lend credibility and legitimacy to practice.<sup>9</sup> Moreover, urban planning was becoming gradually entrenched in public bureaucracy (i.e. local government) due to an

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<sup>8</sup> Key actors were Daniel Burnham and Frederick Law Olmsted for the City Beautiful movement. This movement declined because big business lost interest, and because of the increased awareness of corruption relating to city beautiful projects.

<sup>9</sup> The American City Planning Institute (in the U.S.) and the Town Planning Institute (in Canada) were established in 1917 and 1919, respectively (Perks and Jamieson, 1991; Fischler, 1995).

increasing popular belief held by its professionals that planning needed to be institutionalized, top-down, and technocratic. Planning throughout the 1920s dealt with technical and engineering plans for local municipalities that reflected values of “utopian” comprehensiveness and viewed urban structure as highly ordered. Cities continued to grow as the “fordism” era took flight – a time characterised by the mass production type of industrial activity, namely motor vehicle manufacturing (Beauregard, 1989; Harvey, 1989).

To control growth and use, specific attention was placed on zoning, town design, and traffic to keep up with demands of the automobile, and included road widening and infrastructure development. Urban planners, therefore, became preoccupied with the goal of efficiency, defined within the context of comprehensive design and plan-making (Knack, 1998). Citizens did not participate in decision-making directly because the major tenet of the planning profession was planners acting in the best interest of the public. Therefore, the views affected by planning proposals and decisions were only those of planners. Operating in the public domain, planning was justified with reference to the public interest as a means to provide public or collective consumption goods (Klosterman, 1985). It was assumed, therefore, that a collective “public interest” existed and that planners’ education and position allowed them to determine and administer what was best for the public.

#### **4.4.2. 1930s-1940s: *The Depression and War***

Advances in urban planning slowed down substantially between the Depression Era (1930s) and the Second World War in both the U.S. and Canada. The crash of the stock market in 1929, coupled with the “prairie droughts” of the early 1930s, resulted in massive factory closures, high unemployment, and rural migration to urban centres (Wolfe, 1994). This was a time of decline and neglect; limited investment dollars resulted in no new housing starts, inner city decay, and crumbling infrastructure. Urban planning practice focused primarily in the public domain and continued organizing development in an integrated and

equitable fashion (Hodge, 1998; Qadeer, 1997). Planning efforts concentrated on unemployment relief projects (e.g. construction of roads, bridges, and waterworks) and regional economic planning (e.g. hydroelectric power dams) to help generate economic spin-offs and activities (Richardson, 1994). Simultaneously, social planning advanced with its attempts to deal with poor housing conditions and the lack of affordable housing.

A number of new programs were introduced such as social housing, welfare, old age pension, health care, and mother's allowance (Wolfe, 1994). National Housing Acts were established in the U.S and Canada (1937 and 1939, respectively), providing affordable mortgages which led the way to growth and development throughout the decades to follow (Perks and Jamieson, 1991). These massive social reforms and public works projects legitimized the federal government's intervention role of subsidization (Friedman, 1987). By the end of the Second World War, a new era of nationalism, prosperity and economic growth emerged. The welfare state was established; the gap amongst localized activities was closing gradually as a result of technical innovations in telecommunications; and cities were rebuilt and renewed (Friedmann, 1987).

It was not until the U.S. National Housing Act of 1949 that "urban renewal" was first introduced and marked the beginning of what became known as "modern urban renewal" (Scott, 1969). This Act restated a commitment first made by the federal government in 1937 to provide decent housing for every American and it provided federal funds to local public agencies to assemble, clear, and resell land to private developers for the purpose of "slum clearance" (much of which were located in a city's downtown). This Act set off the nation's biggest suburban housing boom and was propelled further by the Federal Aid Highway Act in 1956 that helped develop the Interstate Highway System. Urban renewal became equated with various approaches and strategies of downtown redevelopment that occurred from that time to the late 1970s.

For the most part, the prevailing thought and practice focused on devising and implementing various strategies of massive and aggressive change that would modernize the city landscape and ameliorate any problems (whether real or perceived) of the downtown. Large-scale projects were the popular choice of urban planners and politicians, to ensure the efficient and effective movement of people, services, and capital (Harvey, 1989). The new federal housing policy with its subsidized mortgage lending and tax breaks and the new highway systems propelled automobile use, fuelling a nation's appetite for conspicuous consumption and upward mobility (in both work and leisure). The divide between the downtown and the suburbs was fed by a cultural myth that work was located in the downtown and home was anywhere else (Hall, 1990).

#### **4.4.3. 1950s: Growth and Optimism**

Throughout the 1950s (and up to the mid-1960s), growth and optimism prevailed as massive urban renewal projects continued. This era was marked by consumerism and freedom of choice. Since the Depression and the Second World War left many cities with a serious shortage of affordable housing, the provincial/state, and federal governments guided community planning to suburbanization and urban renewal projects (Wolfe, 1994). Urban planning had now become institutionalized and the role of planners became that of technical experts who based decision-making on the process of rational comprehensive planning.<sup>10</sup> Planning would now be based on scientific principles of "cause and effect" which identify facts and values by quantitative analyses. The Public Authority controlled and regulated all land development activity because "they possessed the necessary imagination, creative, and coercive powers to articulate ideas and bring them fruition" (Perks and Jamieson, 1991).

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<sup>10</sup> This type of planning is based on theory that applies rational decision-making made up of the following classical elements: i) goal setting, ii) identification of policy alternatives, iii) evaluation of means against ends, and iv) implementation (Hudson, 1979; Friedmann, 1987). The approach to decision-making, therefore, became rational and value-neutral - a systematic consideration and evaluation of alternative means (i.e. resources and constraints) to achieve stated goals or objectives (Hudson, 1979).

Planning statutes were introduced to ensure either the preparation of long-term “Master Plans” or the implementation of zoning and subdivision regulations that regulated use and controlled (or fuelled) growth. New avenues of planning were explored which solidified scientific planning and its resolve of technical reasoning. Under the control of public authorities, grant money was given to municipalities, agencies, and private developers to construct new housing projects as well as rebuild inner cities by way of slum clearances (e.g. Regent Park North in Toronto, Ontario). In addition, cost-sharing ventures for urban renewal projects (e.g. sewage treatment plants and roadway construction), led to new standards in land development, subdivision design, and construction (Perks and Jamieson, 1991).

Downtowns, still considered as the centre of everything, specialized in office and retailing districts (Frieden and Sagalyn, 1989). Boston, Houston, Cleveland, New York, Denver, Philadelphia, Baltimore, Atlanta, Seattle, and Miami all experienced considerable growth of office space often referred to as “Manhattanisation” (Ford, 1998). Birch (2002) notes that urban policy still reflected a “mainstreet” mindset where downtowns acted as economic engines to ensure healthy cities.

Cities, therefore, actively pursued strategies that maintain, reinvest, and market downtowns to sustain historic position in the national economy (Birch, 2002; Gyrunko, 1997; Robertson, 1995). Urban renewal policies focused on developing downtown facilities ranging from educational and medical facilities to large entertainment and sport complexes. Urban renewal funds cleared away downtown buildings to make room for new development; corporate plazas became the dominant choice of design and form replacing streets, sidewalks, and public open spaces. Under the premise that copying conditions (e.g. a climatized environment, easy access to a variety of stores, and ample parking provision) associated with those found in suburban shopping centres, downtown introduced retail shopping malls to compete head-on with suburbs (Filion et al., 2004). In the United States, over 200 cities built downtown-enclosed retail centres during the 1960s (Robertson, 1997).

#### **4.4.4. 1960s: Suburbs and More Suburbs**

Suburbanization was in full swing by the mid-1960s. Regional economic expansion occurred in rural areas with a focus on rehabilitation projects and infrastructure upgrades. In Canada, the National Housing Act of 1964 was revised to allow redevelopment of non-residential areas and substandard housing (Wolfe, 1994). Construction of federal highways coupled with the increased use of automobiles made “centrality of functions” offered by downtowns less important. Increased access meant that workers and shoppers could drive more easily from suburban homes to downtowns. Moreover, an affluent population could easily escape the fiscal and social problems associated with downtowns by relocating in the suburbs.

As more and more people left the city, professional offices, movie theatres, hotels and government features soon followed with suburban malls leading the charge. The downtown was in trouble, and despite the increasing signs of environmental degradation, public concerns not only were rarely heard but also were ignored by politicians and planners. Notable urban critics such as Kevin Lynch (1960) and Jane Jacobs (1961) contended that corporate design led to a collage of unrelated settings.

It appeared that architects and planners missed an essential component of authenticity such as the importance of locally-owned, distinctive places, and individual preferences. Rampant modernism was out of touch with human values (Harvey, 1989). In addition, planning based on a comprehensive and rational approach was ill-equipped in dealing with complexities and urban problems associated with the downtowns. With increasing attention to a pluralistic interest of society, planning critics proposed other planning theories which moved away from presumptions of generalizations and the “means to an end” approach typified in

rational comprehensive planning.<sup>11</sup> One such approach was incremental planning - a science of muddling though - based on “trial and error” characteristic of “real life” decision-making found in institutional settings; another was mix-scanning.<sup>12</sup>

The 1960s witnessed a shift in focus from physical planning to social issues with particular attention to the poverty that seemed to be pandemic in the downtown. Planning approaches, either comprehensive or incremental, could not deal with the complexity associated with city decline and, therefore, decline continued to manifest, especially in the downtown. By the late 1960s, urban unrest hit a pivotal point with growing protests against urban renewal schemes (e.g. Stop Spadina Project in Toronto, Ontario) that were aimed at destroying functioning neighbourhoods for the sake of new transportation facilities, private sector offices, and apartment complexes (Wolfe, 1994). The political and social upheaval sent a clear message about the inability of a scientific rational planning strategy to deal adequately either with societal problems or with determining public interest. The bureaucracies of the post-war welfare state came under increasing attack as populism and demands for participatory democracy grew.

Revolutions and political wars, increasing government debt, racism, communism, feminism, environmentalism, and economic recession ignited a spark of change in planning thought that quickly manifested into a fiery inferno (Hodge, 1991; Wolfe, 1994). Such events and trends set the context for changes in planning theory and practice, resulting in modifying the “rational comprehensive model” (based on scientific principles) by interjecting value changes of society (Galloway and Mahayni, 1977). The scientific-based rational planning

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<sup>11</sup> Popper (1945) shifting reason from individual to group; he contends that we must have courtesy of others to fully understand all we know and perceive.

<sup>12</sup> Charles Lindblom contended that the rational comprehensive model not only ignored the decisions of the real world but did not describe how decisions were actually made (Hudson, 1979). By taking small incremental steps, the best decisions are ensured because opportunities for failure are dramatically reduced. However, critics such as Etzioni (1968) pointed out the weaknesses of this incremental model in terms of questioning its conservative and piece-meal approach. Because decision-making is undertaken in stages, final outcomes are never fully realized - the holistic perspective (the big picture) is lost altogether. Opportunities, therefore, are missed because day to day decisions are as easily mistaken as all other decisions. Etzioni (1968) proposed mixed scanning that was achieved through the evaluative process considering both long and short-term alternatives.

model (based on prediction) now enshrined as an archetype for planning decision was being called into question (Chadwick, 1971). Planning as an objective activity done in the public interest was no longer considered ethical. Advocacy and transactional planning models were introduced to make the political, contentious and value-laden nature of planning explicit.<sup>13</sup>

Politicians took note of prolific protests against development projects from highways to high-rises (Filion, 1987). The role of planning gradually shifted to take account of the growing recognition of diverse community interests. Planners changed their practice to accommodate intense demand for public involvement and worried about planning process (i.e. procedural rather than substantive means) and its degree of openness for choice and public participation (Davidoff, 1965). The role of planners in such a context changed from technical experts in charge of planning to mediators and facilitators working with a community to prepare a plan. Urban unrest eventually led to a populist government recognizing that planning could not be objective and value free (Wolfe, 1994). Public participation, therefore, was introduced to the planning equation and helped guide future decision-making (Arstein, 1969). It was no longer legitimate for planners to produce plans and present them *fait accompli* to the public: “Urban residents were heard and allowed to provide direction to the development policies that affected their neighbourhood and the city in general” (Perks and Jamieson, 1991:505).

#### **4.4.5. 1970s: Under the Public Eye**

Urban planning practice was still under attack in the 1970s due to continuing problems that stemmed from environmental degradation, the energy crisis, loss of historic sites, sterile suburbs (i.e. “cookie-cutting” phenomenon), and inner-city decay (Wolfe, 1994). Suburbs were growing at alarming rates and the business of land development, transportation, and housing fell increasingly into the hands of private developers. Therefore, principles for

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<sup>13</sup> Advocacy planning, developed in the 1960s by Paul Davidoff, was in response to address power inequities. Modeled after the legal system, it was used to foster democratization of the planning process by actively working on behalf of community groups and agencies that have traditionally been underrepresented (Davidoff, 1965). Transactive planning emphasizes a process of shared learning and social mobilization as a means for civic empowerment and transforming society (Friedmann, 1973).

conservation and historic preservation, environmentalism, and resource management were introduced to planning practice (Richardson, 1994). Environmental impact assessments became compulsory planning tools on which to base decisions for development initiatives. By the late 1970s, public citizen participation was integrated into mainstream planning process.<sup>14</sup> Provincial and state governments were interventionists in urban development, housing energy conservation, energy management, and cultural heritage programs.

Attempts to modify planning approaches related to rational systems thinking where the environment was viewed as an interconnected system of parts capable of being organized and optimized (Chadwick, 1971), while public consultation was being introduced in the planning process (Faludi, 1973). Urban planning now required ongoing negotiations to reconcile developers' visions with official standards and regulations. However, it soon became inefficient because of the bureaucratic channels and red-tape. Planners could no longer agree on a definition for planning. Traditional assumptions about comprehensive rationality and the nature of planning problems were now considered naïve. Friedmann's (1973) treatise on transactive planning put planning in touch with values. Although his concept of mutual learning between planner and citizen has become touchstone of planning jargon, Friedmann's visions of planning as a socially transforming process have yet to produce a "learning society."

By the early 1970s, public upheavals caused by urban renewal and highway construction in the 1960s, combined with economic recession, led to high levels of unemployment and socially destructive practices (i.e. racial discrimination). Politicians and planners responded (without public consultation) by investing in large scale project developments that focused on office, retail, and entertainment in hopes that economic benefits would eventually "trickle down", helping to curb downtown decline (Birch, 2002; McKnight and

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<sup>14</sup> Faludi (1973) based his approach on the distinction between substantive and procedural theory. Procedures or means were the business of planners. Planning theory was dominated by systems and rational approaches both emphasizing process above substance.

Kretzmann, 1993). Convention centres, sports arenas, stadiums, and waterfront development led the charge for downtowns in an effort to capture new investment from workers, suburban shoppers and tourists (Freiden and Sagalyn, 1989; Gratz and Mintz, 1998; Robertson, 1995, 1999). However, indoor shopping malls continued to experience declining sales and increasing store vacancies. In 1954, downtown retail sales accounted for 20 percent of the American nationwide metropolitan total; by 1977, only 4 percent of metropolitan sales occurred downtown (Robertson, 1983). Although large projects remained the popular choice, some cities recognized the importance of preserving the physical and historic features of their downtowns that provided opportunities for niche markets. Rather than compete with suburbs, some cities began building on their unique feature of compactness of built form, historical flavour, and pedestrian-friendly environment (Filion *et al.*, 2004; Robertson, 1995).

In Canada and the US, urban renewal funds had evaporated by the mid 1970s and large-scale federal bureaucracy aimed at urban policies and programs decreased. Federal grant money to assist low-income residents was directed at neighbourhood reinvestment. For example, the US Housing and Community Development Act in 1974 set up the Community Development Block Grant that incorporated complex private/public partnerships with housing focussed on low-income units. Likewise, the Canadian federal government introduced successor programs such as the Tri-Partite Neighbourhood Improvement Program (1974-78). However, much of this development resulted in experiments of mix land-uses (i.e. commercial, residential, retail, industrial) within neighbourhoods and resulted in NIMBY (not in my back yard) and other public conflicts relating to downtown development.

#### **4.4.6. 1980s: *Keeping it Local***

A new shift to urban planning emerged in the 1980s that was “grass-roots” in its approach to economic development and urban redevelopment (Perry, 1987). Nurturing

grassroots economy was a necessity because large companies failed to provide jobs<sup>15</sup>.

Fortune 500 companies, for example, were 1 in 5 in downtowns in 1970 whereas in 1995 they were more like 1 in 10 (Perskey and Wiewel, 1995). With the onset of industrial restructuring, massive job-loss, and globalization of the economy, strategic exercises in partnership-building were undertaken to marry planning and development together - bringing with them a new sensitivity to localizing community needs (Perks and Jamieson, 1991).

In the U.S. and Canada, devolution of responsibilities from the federal to state/province to local level drastically reduced the level of senior government intervention in housing and community development. Matching grants were made available to community groups and/or local governments to expand their development activities (i.e. housing) by facilitating public/private partnership (Keating and Smith, 1996). In the U.S., low income tax credits were granted for corporate investment in low-income housing.

Economic restructuring continued throughout the decade. Cities and their downtowns continued to decline at a steadily faster rate due to increasing competition from national and international markets (Logan and Molotch, 1991; Perskey and Wiewel, 1995; Robertson, 1999). Flexible accumulation (capital) undermined the industrial and employment base. As major industrial employers either downsized or suspended their operations, cities in the U.S. and Canada had to develop new economic bases. Downtowns lost much of their retailing function to suburban malls. In addition, the decline of 20<sup>th</sup> century office culture resulting in the downsizing and restructuring of major corporations reduced demand for office space in downtowns (Birch, 2002). Some cities responded to the unsettling effects of suburban retail expansion with indoor mall projects and mainstreet programs to bring shoppers back downtown (Lowe, 1987). Cities that maintained traditional boosters for manufacturing corporations continued to lag behind their regions in economic growth as competition on

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<sup>15</sup> In the 1980s, having the period of greatest investment, CBD job growth was slow and negligible with a rate of less than a third of one per cent; New York, Los Angeles, Chicago, Philadelphia, San Francisco, Boston, and Washington, D.C. grew barely over one percent in the period between 1980-1986 (Gordon and Richardson, 1996; Krohe, 1992).

global levels increased. Other cities adjusted to more modest but suitable development mainly in terms of niche marketing (Robertson, 1995).

Despite a stronger economy by the mid-1980s, little reconstruction occurred downtown. The revival of interest in heritage in the late 1970s and 1980s showed up in restored and renovated neighbourhoods and streetscape across the nation to suit modern economic realities. Congestion due to increased automobile use and suburban sprawl made commuting unbearable and, so new strategies were developed to accommodate traffic that included widening main roadways (reducing sidewalks and pedestrian traffic), converting two-way traffic to one-way within the downtown, and highway expressway constructed outside the downtown. Because they served to move people as efficiently as possible (i.e. out of the downtown), these strategies reduced pedestrian traffic and other related street-level activity.

Fiscal tightening of federal, state, and provincial funding (namely the continuing reduction of transfer payments), however, prompted local government to seek other means in strengthening their resource base to meet obligations in service and program delivery (Lederer and Seasons, 2005). As a result, local government entered into private partnership. Re-urbanization projects focused primarily on brownfields (i.e. reusing worn-out industrial districts, rail-yards, and harbour lands) under public-private partnerships allowing pooled resources in planning, costs, design, and management (Campbell and Fainstein, 2003; Gray 1989; Huxham and Vaugen, 2000; Lederer and Seasons, 2005; Leinberger, 2005; Robertson, 2003; Wolfe, 1994). Once again, negotiations became a key role for planners in ensuring that the interests of both the private agents and the developers were heard. However, participation remained “advisory” while politicians, planners, and developers still made decisions (often behind closed doors).

Local government started to follow strategic planning that drew on the aura of business jargon (i.e. defining goals and meeting objectives) in an effort to support the business community (Kaufman, 1986). Planners tried to cope by worrying about the bottom line and

eased planning regulations to keep housing costs in suburban development down. Planning in Canada supported economic development and growth as planners became negotiators to broker deals for the community. After two decades of trial and error with billions of dollars spent, planners, developers, and city officials started to question whether it was all worth it (Grant, 2003; Krohe, 1992). Hall (1990) characterised downtown renewal projects as disasters. Goldsmith (1987) argued that faith in local economic development ignores the reality of a world dominated by multi-national corporations where cities lack the power to solve problems created by global forces.

By the late 1980s, the grassroots approach was further solidified in local government planning with the introduction of the “Healthy Communities” in Canada that recognized healthy and good physical environments as catalysts in maintaining personal well-being and quality of life (Wolfe, 1994). This movement was soon eclipsed by sustainable development that was aimed at planning for future generations by managing the resources of today (Bruntland Commission, 1987). Municipal plans, therefore, started to embody strong conservation and environmental protection policies (Wolfe, 1994).

#### **4.4.7. 1990s: *Seeing it Global***

Throughout the 1990s and into the new millennium, urban planning continued its focus on sustainability and ecosystem planning. Community development also played a vital role in job creation through either a power or a program approach (Stoecker, 1997)<sup>16</sup>. Strategies to reverse commuting, manage growth, control development charges, and create special districts (entertainment, historical, and cultural) were implemented as well as tax base sharing to address unequal fiscal capacity among different parts of metropolitan areas. In 1994,

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<sup>16</sup> Community Development is concerned with change and growth within a community or neighbourhood and helps to empower them through job creation, advocacy, housing provision, and safety all within the existing political system (Alinsky, 1969; Kahn, 1991; Stoecker, 1997). These are achieved by either a “power approach” using strategies (e.g. protests and confrontation) to demand opportunities or a “program approach” where a particular community group cooperates with the government resource to develop programs (Stoecker, 1997).

“Empowerment Zones”, established by the U.S. federal government, provided tax incentives to businesses in distressed downtown residential neighbourhoods to help curb declines in social and human capital.<sup>17</sup> New York, Philadelphia, Baltimore, Detroit, Chicago, and Atlanta were awarded three billion dollars (combined total) during the first round of funding competition.

Downtowns would experience dramatic changes brought about by the digital era and by shifting demographic trends throughout this decade (Kotkin, 1999). Social issues relating to crime, safety, and homelessness manifested in downtowns such as Detroit, St. Louis, Atlanta, Baltimore, Los Angeles, New York City, and Baltimore (Ford, 1994; Hodge, 1998; Wolfe, 1994). Cultural-heritage projects, redevelopment schemes (e.g. waterfront and derelict industrial lands), and downtown revitalization of commercial areas (e.g. streetscape improvements), therefore, became the focus of major urban renewal projects. These projects adopted conservation strategies and community plan-making with resident participation that redeveloped areas rather than destroyed them (Wolfe, 1994). Subsequently, city governments implemented zoning and development controls for historic preservation (e.g. Gas Town in Vancouver) to help enhance the environment of commercial districts and public space amenities for marketing and promotion (Wolfe, 1994).

With globalization established, cities had to position and reposition themselves to ensure a “comparative advantage” for their downtowns by trying to capture the mobile capital and attract investment of the world economy (Kantor and Savilch, 1993; Leo, 1994). Cities with a large concentration of less competitive manufacturing industries experienced decentralization (Hall, 1989). Multinational corporations were created through business mergers resulting in the closure of smaller firms normally located in the downtowns of smaller

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<sup>17</sup> Social Capital are features of social life (i.e. networks, norms, and trust) that enable participants to act together more effectively to pursue objectives where capital is considered the bridge in allowing such connections. It is based on the premise that the more people connect, the more they trust each other (Putman, 1995). Human capital is goods (i.e. income producing assets) that add value to people’s worth and how a community values people as resources (Lee, 2001).

and mid-size cities. These corporations controlled most of their activities in selected headquarters normally found in larger cities such as Toronto, New York, London, and Tokyo. In this new knowledge-based economy, location criteria came down to access to information (Logan and Molotch, 1991). Downtowns that did not offer competitive advantages in location, less expensive space, service provision, infrastructure, and related amenities lost out to those downtowns that did (Birch, 2002; Filion *et al.*, 2004; Grantz and Mintz, 1998; Robertson, 1995). In addition, with increasing cutbacks of federal and provincial/state government funding coupled with public apathy, local government had little support, both financially and politically to deliver not only essential municipal services but also economic development projects that would attract investment and generate employment in downtowns. As a result of fiscal restraints and government restructuring, city governments entered into partnership with the private sector changing their role from managers of economic development to that of entrepreneurs (Harvey, 1989).

These types of arrangements are often referred to as urban regimes<sup>18</sup>. However, urban regime theorists emphasize issues of dispersal and distribution of power in cities<sup>19</sup>. Elkin (1987), for example, warns that local government policies are biased toward business interests because not only they depend on business tax revenue but also because local politicians depend on privately backed electoral coalitions. An elected official tends to share mutual interests with business, thereby allowing business elites to dominate the city power structure and steer the development agenda to meet business interests rather than public concerns.

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<sup>18</sup> Urban Regimes are collaborative arrangements of local governments and private businesses that come together to govern. Actual decisions take place through a process of negotiation, selective incentives, and seizing of small opportunities. In a democratic political environment (e.g. U.S. and Canada), urban regimes view government as brokers between public and private sectors.

<sup>19</sup> Urban Regime Theory (URT) sets up a theoretical construct for interpreting connection and cause-effect relationships in urban politics (Elkin, 1987 and Stone, 1989). URT looks at the relationships with local government, private business, and community organizations and considers how cities operate through a set of informal arrangements of cooperation that take place over time (Leo, 1994). Such decisions are through a process of negotiation, selective incentives, and seizing small opportunities.

Cities and their downtowns had to restructure as a result of the new political realities of globalization and an emergence of new information-based industry (i.e. post-fordism), (Filion, 1995; Goodchild, 1990). As local economies became increasingly integrated into the global economy, concerns arose about losing control over how the city develops: “The more we are consumed by the idea of turning our particular city into a world class city, the more we lose touch with our local tradition” (Nozick, 1992:24). Modernist planning principles (i.e. efficiency and functionality) were increasingly challenged by postmodern critiques. Under the postmodern banner, reestablishing and reconnecting people to their environment were key goals (Dear, 2000). The focus of urban development would be to encourage a collage of highly differentiated spaces that expresses aesthetics of diversity, show sensitivity to vernacular tradition, respects local histories and culture, and include customized architecture. These considerations are now captured under the new term “revitalization.”

The restructuring from an industrial production to post-industrial information/knowledge-based economy gave way to a new generation of downtown revitalization attempts catering primarily to tourist and recreational activities as economic generators. As an alternative to office strategies, a wide range of activities was introduced that would supplement downtown functions and act as economic generators. For example, Winnipeg, Toronto, Dallas, Cleveland, all built multi-use facilities such as sport stadiums, convention centres, and entertainment complexes. These developments also met the growing public demand for recreation, leisure, and entertainment (Foot, 1998). A shift to investing in lifestyle amenities that people want to use often rather than using financial incentives to attract companies to build development retail complexes also occurred.

A new demographic group made up of older baby boomers, young urbanites, and creative professionals showed great potential in bringing life back into the downtown. This group, in particular, has more disposable income, prefers the urban lifestyles, and appreciates

the closeness of cultural and nightlife activities.<sup>20</sup> Urban revitalization strategies responded by deploying various marketing strategies such as the “24 Hour City” aimed directly at supporting lifestyles by promoting an urban environment that accepts diverse lifestyles and favours active recreation (Key, 1996; Knack, 1998).

In addition, urban planners looked at ways to encourage the “small town feel” and “sense of place” reinforced by post-modern and new urbanism principles (Fainstein, 2000; Katz, 1994). Historic preservation, mixed-use of commercial and residential, mainstreet, and pedestrian improvements (e.g. beautification efforts, streetscapes, and traffic calming) became the focus of new revitalization strategies. Downtown design focused on drawing people into public places and promoting interaction by removing barriers such as wide streets, suburban sprawl, sterile shopping centres, downtown decline, and automobile use.

Streets and smaller parks could be designed to make people linger and perhaps strike up a conversation. Residential development based on “neotraditional” neighbourhood design principles (e.g. front porches, pedestrian pockets, mixed housing units, varied lot placements) was being introduced in downtowns like Seaside, Florida (Tyler, 2000). This type of development encourages increased interactions and reconnection of people to their neighbourhoods and city at large.

Planners found themselves moving into new roles (from advisory to facilitation, mediation consultation, and education) as communication and equity planning took hold in response to the increasing recognition of pluralism and citizens’ input in decision-making (Hoch, 1994)<sup>21</sup>. This shift required that planners accept that planning is not value-neutral, but

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<sup>20</sup> Florida (2003) estimates that 38 million Americans, roughly 30% of entire workplace having an average annual salaries of \$50,000 (compared to \$22,000 for workers in the service sector) fall within a group defined as the “Creative Class.”

<sup>21</sup> Communicative planning theory, based on the work of Jurgen Haberman’s work of communicative action, contended that planners needed to create a planning environment that welcomes all parties and facilitates undistorted, sincere, and legitimate communication (Hoch, 1994). In doing so, the public can freely discuss, plan and make truly democratic decisions. Healy proposes that planning can be responsive to social issues not by attempting the unrealistic task of negotiating a single manageable set of values but by acknowledging the great diversity of values and listening respectfully to them. However, communicative planning theories are not able to go much further than offering ideals of planning (Healey, 1997). Equity planning is a conscious attempt to redistribute power, resources, or participation away from local elites to lower-income groups (Forester,

rather is about values and how to work with them. Planners had to become self-reflective about values they present in a political and bureaucratic structure as well as sensitive and responsive to the larger values expressed by the community. They had to adapt by focussing on process (i.e. means) rather than plan-making (i.e. ends). Presently, the goal is to increase access to the planning process and ensure that decision-makers hear and listen to many voices.

#### **4.4.8. *Into the New Millennium***

Today, problems still exist in the downtown. The recession and slow recovery in the late 1990s resulted in a revenue shortfall for city and state/provincial governments. Coupled with the terrorist attacks of September 11, 2001, the U.S. economy, in particular, suffered, resulting in slow growth and subsequent decline in downtown occupants, especially in those cities with a large proportion of “high tech” office tenants (e.g. Seattle, San Jose, and Austin). In 2001, only five Canadian metropolitan areas experienced population growth (i.e. Toronto-Hamilton-Waterloo Region, Montreal, Vancouver, Victoria, and Ottawa-Gatineau) whereas the rest of the cities in Canada are in decline (Bourne, 1991, 1992; Simpson, 2003).

In 1950, more than half of Americans living in metropolitan areas were central city residents but by 1990 this proportion had declined to less than a third (Persky and Wiewel, 1995). Consumer preferences for shopping and retailing changed from indoor shopping centres to more “big box” developments located at the periphery of the cities. In Canada, this switch in consumer taste coupled with steep competition arising from regional shopping centres and international competition led to the eventual demise of the Eaton’s department store franchises that were mainly located in the downtowns. Downtowns continue to suffer disinvestment from government and private sectors as a result of tight fiscal restraints and

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1990; Krumboltz, 1997). A planner’s role moves beyond advocacy to ensure underrepresented voices are heard, to giving planners the specific social responsibility of promoting redistribution where there is an imbalance of power and resources.

loss of jobs<sup>22</sup>. As of 2002, office vacancies continue to rise in the CBD averaging 14.1% nationally in the US. Public housing is deteriorating while the gap between the rich and poor continues to grow<sup>23</sup>.

In the United States, urban poverty grew between 1975 and 1995. For example, the 100 largest metropolitan areas (where poverty exceeded 20% within those tracts) grew in number from 28% to 41% between 1975 and 1995 (Reardon, 2001). Poverty increased throughout Canada in the early 1990s, but more so in metropolitan areas. Between 1990 and 1995, poor populations in metropolitan areas grew by 33.8%, compared to 18.2% outside metropolitan areas (Lee, 2000). Large showcase projects such as casinos, sports stadiums, and arenas were inadequate in reversing decline in some cities.

People are running out of time and patience and some of them no longer see government involvement in revitalizing downtowns as necessary (Robertson, 2003; Leinberger, 2005). Late 20<sup>th</sup> century renewal efforts, therefore, could be considered as unsuccessful, given that decline has continued despite the massive amounts of money and other resources targeted to downtown renewal since the late 1950s (Filion and Bunting, 1993; Bunting and Filion, 1994; Millward and Bunting, 1999). But why the failure and have there been any successes? The next section explores the challenges faced by downtown and their influence to downtown revitalization strategies.

#### **4.5. Challenges Influencing Downtown Revitalization Strategies**

For the most part, challenges faced by downtowns influence the degree of success to urban renewal/revitalization strategies. These challenges include multi-functionality and pedestrian-based activity, economic and demographic shifts, intra-urban factors, adaptive

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<sup>22</sup> Between 1993 and 1996, 82 percent of central cities of ninety-two largest US metropolitan areas have experienced a reduction in the city's share of jobs (Brennan and Hill, 1999).

<sup>23</sup> By the year 2000, the annual income of the top 5<sup>th</sup> of U.S. families had risen to 10 times the income of families in the bottom 5<sup>th</sup> up 30 percent from 1980. The gap between high-income and middle-income families (consisting of two or more related persons in a household) also went up (Reardon, 2001).

reuse of land-uses, role of local amenities and service, and leadership (please refer to Figure 2.2, pg. 18).

#### **4.5.1. Multi-functionality and Pedestrian-Based Activity**

A challenge to downtown relates to fostering *multi-functionality* that considers a myriad of activities, attractions, physical elements, and venues in continually attracting people. It includes public facilities and spaces, as well as venues for entertainment, recreation, tourism and cultural enjoyment that bring different people downtown at different times -- all working towards the creation of a “synergetic” environment (Filion, 2006; Leinberger, 2005). A mix of businesses and activities can help stop the flow of economic “leakage” from the downtown (Mayer, 2000). Robertson (1995) also suggests that the success of downtown strategies includes a number of elements ranging from “pedestrianization” and retail centers to historic preservation, waterfront development, and transportation enhancement. Palma (2000) argues that cities that espouse to market-driven planning and management help create unique niches, targeted business attraction, and established downtown housing. Downtowns are now striving for the “24 hour” city that allows for an array of business, leisure, shopping and recreational opportunities attracting more consumers and pedestrian-based activity at varying times (Birch, 2002; Leinberger, 2005).

#### **4.5.2. Economic and Demographic Shift**

Cities such as Halifax, Baltimore, Boston, Seattle, New York, and Austin are experiencing resurgence in their downtowns (Perskey and Wiewel, 1995). This growth is partly due to shifts in economy (i.e. manufacturing to knowledge and service-based activities) and demography (e.g. older baby boom and echo boom populations). Those cities offering superior, less expensive space in the downtown (i.e. providing a competitive edge) have successfully attracted high level business services (Logan and Molotch, 1991).

Successful strategies have focused on capitalizing on these *changing demographics* in helping to provide new opportunities for development (Leinberger, 2005). The younger generation of skilled workers connected to the service-information economy are demonstrating more urban tastes than their parents (Perskey and Wiewel, 1995; Florida, 2003; Ley, 1991). These groups, along with retired baby boomers with more affluence, prefer downtown living not only for the architecturally-interesting neighbourhoods but for close proximity to restaurants, speciality services, entertainment, and culture found primarily in the downtown (Birch, 2002; Foot, 1999).

#### **4.5.3. Intra-urban Factors**

Unsuccessful attempts for downtowns have focused on economic renewal and physical improvements (i.e. interurban factors) rather than intra-urban ones (i.e. city specific and localized). These efforts dovetailed with strategies gravitating toward national trends (e.g. indoor retail mall development and large project generators) rather than capitalizing on a downtown's unique characteristics (Birch 2002; Robertson, 1995,1999a; Tyler, 1999). Rapid metropolitan growth fuelled by suburbanization and transportation advancement of the 1950s and 1960s affected the downtown by taking away its primary role as a hub for retailing, housing, and industrial support. Urban renewal strategies focused on sustaining primacy of the core and were largely reactionary and issued-based (Abbott, 1993; Abrams, 1961; Brooks and Young, 1993; Carey, 1988; Code, 1983; Jones, 1991; Wagner, 1995).

Based on a belief that downtowns could directly compete with suburbs and ensure that retail activity remained a dominant activity, indoor shopping centres were conceived by the early 1960s. Often, international corporations backed these centres financially and had little regard for local needs and tradition (Baerwald, 1989; Gillette, 1985; Jones, 1991; Jones and Simmons, 1993; Robertson, 1995, 1999). To accommodate the heavy volume of high-speed automobile traffic and to reduce congestion as well, downtowns required retrofitting to satisfy

the huge demand of land required. Large areas (mostly slums and lower class residential areas) in the downtown were demolished and streets realigned to accommodate the modernized infrastructure). Decisions made for such undertakings were driven by business development priorities set by “experts.” Local public input was neither supported nor encouraged.

#### **4.5.4. Adaptive Reuse**

Cities have encouraged private investment for the *adaptive reuse and redevelopment* of buildings and lands either contaminated (a.k.a. brownfields) or not contaminated (a.k.a. greyfields) such as abandoned warehouses (e.g. Lower Downtown (LODO) district in Denver, Colorado), old factories (e.g. Kaufmann building in Kitchener, Ontario), and harbour fronts (e.g. Inner Harbour in Baltimore) located either near or in close proximity to the downtown (Fischler, 1999; Hall, 2002). The challenge of such development is associated with the remediation cost “brownfield” sites as well as the ability and willingness of developers to incur the extra costs (Persky and Wiewel, 1995). Moreover, there needs to be a market willing to absorb the extra cost (i.e. either leasing or purchasing) of such developments. Many land and building developers also expect subsidies from municipal government or elsewhere to help cushion the costs associated with remediation (Bunting *et al.*, 2000). Given the ongoing decline of operating budgets for municipalities in particular, these subsidies can be difficult to secure.

#### **4.5.5. Local Amenities and Services**

Another challenge to downtown renewal initiatives relates to local amenities and services. Retail sales and regional employment continue to decline in the downtown (Baerwald, 1989; Beauregard, 1986; Bunting and Milliguard, 1998; Simmons, 2000; Worse and Gillespie, 2002). While some cities supported new amenities (e.g. tourist-related

attractions, corporate office complexes, entertainment, and downtown housing) and had some marginal success in bringing more people downtown, many others (e.g. Kitchener, Hamilton, Thunder Bay, ON) still found it difficult to attract investment and development (Bunting and Milliguard, 1998; Bunting et al., 2000; Kotkin, 1999). Related studies have shown that downtown could not compete with the suburbs, in terms of retailing and services (Bunting et al., 1996; Gratz and Mintz, 1998).

In addition, the design of infill projects (typified in the 1970s and 1980s) physically divided the downtown market between users of traditional facilities and those using the new facilities (APA, 2006). Rather than encouraging renewal, this type of separation led to the further demise for locally owned businesses and services because pedestrian and street-level activity had been seriously eroded. Urban decline continues to manifest as evidenced by an increase of abandoned buildings, slum areas, vacancy rates, and criminal activity prompting public distaste and even fear of downtown areas (Greenberg, et al., 2000; Hambleton, 1994; Katz, 2000; Mays, 2001; Persky et al., 1992). For the most part, downtowns are considered inconvenient because they lacked opportunities, local services, and other amenities. Therefore, downtowns cannot cater to mainstream tastes and preferences of the public as well as provide them with “memorable” experiences that subsequently encourage ongoing patronage.

#### **4.5.6. Leadership**

Another equally important challenge relates to *leadership* and its ability to foster partnerships encouraging meaningful civic engagement and community mobilization in revitalization efforts. According to Davis (1980:452), “when a city has undergone successful revitalization, good leadership has been responsible.” According to Frieden and Sagalyn (1989: xi): “One of the longest campaigns of local government has been the campaign to rebuild downtown.” However, municipal restructuring and subsequent downloading of

services from senior levels of government have left local government fiscally unsound - resulting in difficulties to meet the demands of affordable housing and transit let alone the essential services demanded by taxpayers.

Between 1950 and 1970, the federal government in both Canada and the U.S. heavily financed urban renewal (Mitchell, 2001; Wolfe, 1994). The unimpressive record of government urban renewal programs, however, had undermined its credibility of being able to solve our urban ills. In the U.S., the increasing opposition against urban renewal and the changes of political leadership in the 1980s (from Democratic to Republican government), the Federal government retreated from social “welfarism” and stopped many of its revitalization projects. With fewer Federal dollars available for urban renewal, local governments had to rely more on their own resources to fund local projects (Bridges, 1991; Keating and Krumholz, 1991; Ward, 2000). In essence, they shifted their redevelopment strategy, from relying on Federal funding to inducing private investment through “market-incentive” programs (Ford, 1999; Perksy and Wiewel, 1995).

Because projects, programs and services are funded through municipal budgets, prioritizing becomes essential to meet budget restrictions. Social issues in downtowns tend to take a back seat to economics, leaving many people, especially marginalized groups, without a political voice and even more susceptible to socioeconomic hardship (Fulton, 2003; Harris and Harkavy, 2003). As local governments become more complex entering into new partnerships to access new revenue sources, marginal groups find it increasingly difficult to wade through the complexity of government bureaucracy to voice their say on policy and program delivery priorities (Fulton, 2003; Vaidynathan and Wismer, 2005). Strong leadership for downtown revitalization, therefore, requires vested interest, an observant eye, and patience (Burayidi, 2001; Davis, 1980). Keating and Krumholz (1991) further suggest that a successful downtown strategy is based on leadership that is generally accepted by the downtown community and that provides open, honest dialogue for all parties concerned.

Just as weak leadership is a prime factor behind unsuccessful revitalization attempts, strong leadership can be responsible for their success. Strong leadership entails an understanding of the downtown in the context of the larger community; an ability to forge a planning and design connection; and paying attention to the political reality (Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1997; Holland, 2001; Jacobs, 1961; Keating and Krumholz, 1991; Northouse, 2004; Palma, 1992; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005). Part of the strength in leadership is to create a network of partnerships (e.g. private/public, public/public, and informal/formal) that are mutually beneficial. These types of arrangements allow pooling of resources and sharing of responsibility. Some notable examples of downtown partners include advisory committees, chambers of commerce, “town-gown” partnerships, downtown business associations, and other civic organizations, along with community economic development offices, social agencies, as well as non-profit organizations and associations (Kemp, 2000).

For planning, broad-based community support and a focused vision are key elements to help reach common goals. Participating organizations may have a different reason for being involved in revitalization and perhaps even different outcome objectives. Formalized planning, therefore, helps focus desired outcomes, gives credibility to the effort, and publicizes the need for the action. Leaders often initiate and focus the planning initiatives so they need to become champions when necessary to ensure that a “grassroots mobilization of support for downtown revitalization occurs” (Burayidi, 2001:293). Davis (1980) and Palma (1992) stress the importance of knowledge about the state of downtown and the ability to gather the facts and analyze the data so that informed decisions can be made and a proper course of action taken. Palma (1992:3) adds “leaders must develop skills and resources to take advantage of trends affecting downtown.”

#### **4.6. Lessons Learned**

Planning is considered “an elusive subject of study, hard to define, and draws on a variety of disciplines with no widely accepted canon” (Campbell and Feinstein, 2003).

Because planning practice develops apace, different theories emerge allowing planners to “pick and choose theories to justify their actions or approaches” (Allmendinger, 2002:20).

Planning is influenced by other disciplines providing an arena where professionals with various backgrounds gather to work practically or theoretically with problems. Today, the main challenge for planning theory is to make theory accessible to practitioners and comprehensive for policy makers (Allmendinger, 2002; Campbell and Feinstein, 2003). If practitioners do not make use of theory, then what benefit can it be?

Planning for downtown revitalization is slow, cumbersome, and tricky. The challenge to planning practice and research is to understand the factors behind the growth and decline of downtowns. Planners can draw upon a wide range of theories and practices in planning and other disciplines to deal with downtown issues relating to affordable housing, community mobilization, economic development, and decline. Because the downtown is viewed as both a place and a process so a holistic perspective (i.e. rational comprehensive planning) is required. Since downtown revitalization is characteristically a slow and an uncertain process, incremental planning may be appropriate in developing and implementing policy and plans.

It is important that public/private sector interests are included in revitalization and that sound leadership, commitment, and patience are in place to ensure shared learning (i.e. transactive planning) and collaboration amongst all partners. Short and long term goals must be envisioned (i.e. visioning) with objectives that help to guide implementation strategies (i.e. strategic planning). Because downtown revitalization requires working with groups who have been traditionally underrepresented, planners will need to draw upon elements of advocacy and equity theories to give them a voice in decision-making.

In any respect, planning for downtown revitalization is context-specific and its approach is dependent on the perspectives, values, and roles held by a particular individual, group, or community. Over the last 50 years, planning theories have been conceived, modified, and even condemned. Nevertheless, when applied to practice, theory has helped inform planners and others involved in revitalization about the issues related to downtowns and the type of process required. Planners and politicians need to remain analytical and realise that downtown revitalization is a slow and comprehensive process that requires time, commitment, leadership, resources, and patience. Goals must be realistic in attempting to balance the social, economic, political, and environmental considerations when planning for a mid-size city.

Urban planners, policy-makers, citizens, and business groups all view downtowns as vital components of the overall health of the city. Ideally, a downtown is seen as the foundation of a city's identity and position in the world economy. However, most downtowns of mid-size cities are in a perpetual state of decline (Robertson, 1995; Filion et al., 2004). They are experiencing economic and social problems that bring with it negative perceptions of being inconvenient, obsolete, and even dangerous. Some critics contend that urban renewal/revitalization policies have failed while others argue that they have helped to shape a new agenda for downtowns - one that has a more defining role within the city (Abbott, 1993; Baerwald, 1989; Beauregard, 1986; Robertson, 1995). Government (all levels), private industry, and citizens have committed time and resources (financial or otherwise) to various revitalization programs and policies for urban revitalization of downtowns.

There are many cities where downtowns continue to flourish and have turned around their misfortune (Code, 1983; Coffey et al., 1996; Knight, 1995). We are only beginning to be understood how a city's natural and structural features play in determining whether a downtown continues as a busy, attractive place with a growing concentration of business, commercial activity, and high value real estate. Related research on downtown change in

Canadian cities suggests that industrial cities and their downtowns (e.g. Hamilton, St. Catherines, Kitchener and Windsor) have not fared very well (Broadway, 1995). Bunting and Filion (1999) support this contention and suggest that there is a close relationship between a city's economic base and the health of its downtown. They further observed that the decline in industrial cities is a function of the suburban relocation of most manufacturing employment activity and its associated loss of business, tax dollars and residents of downtowns.

Downtown revitalization initiatives have changed since the 1950s due to a shift to a post-industrial service economy. Globalization has brought a new order of "world cities" bringing new cultural, recreational, and tourist-related activities to the downtown (Hall, 1996; Sassen, 1991; Short and Kim, 1999). This shift to a new economy has helped bring new life to some downtowns; however, only a small number of places have gained a foothold on the emerging hierarchy of global cities. Moreover, this change occurred at a time when funding support from senior levels of government for municipally-based renewal efforts had been significantly eroded (Gratz and Mintz, 1998; Robertson, 1995).

Today, the lessons learned from previous decades of renewal activities (i.e. pitting downtowns with suburbs, favouring automobile traffic over pedestrian-based activity and fostering dispersed rather than compact urban forms) have allowed new styles of strategic thinking about downtown renewal. Alternative styles to revitalization recognize the need to sustain strong downtowns. These new approaches emphasize form as much as function and, therefore, are rooted in the distinctive features of the core area that they are targeted to improve.

Although past attempts at downtown revitalization were financed and engineered by agencies outside the municipality, this new generation of downtown revitalization is now primarily orchestrated locally. Accessing funds, resources, and expertise is usually done by locally-based enterprises such as business associations, community development corporations, neighbourhood associations, and non-profit organizations (Lederer and

Seasons, 2005; Leinberger, 2005). The reduction of transfer payments from senior government, tax reforms, and municipal restructuring (e.g. amalgamation and reduction of bureaucracy) has compelled local governments to become entrepreneurial in searching for new sources of revenue.

Therefore, they have entered into partnership with the private sector to work on a number of downtown development and related projects. An immediate implication of such arrangements is that generic plans would be less likely. For example, the case for large-scale retail mall development was based on the assumption that what worked in one place would likely succeed in another place. Today, the emphasis on locally-made plans is tailored to capitalize on the unique attributes of downtowns designed to fit more closely with the local context and people (Filion et al. 2004; Leinberger, 2005; Lorch and Smith, 1993; Kotkin, 1999; Robertson, 1999, Zacharias, 2001).

Other factors are just beginning to be understood as being important to whether downtowns flourish or decline, such as a mid-size structure (population between 50,000 and 500,000) that fosters a sprawling, low-density, automobile dependant development); agglomerated form (i.e. places made up of more than one main city). In Canada, Toronto and Vancouver, and to a lesser extent Montreal, Quebec City, and Calgary continue to enjoy relatively strong downtowns whereas mid-size cities do not.

This decline is due to a preference for suburban development over downtown development under the following interrelated factors: no powerful business presence in the downtown, poorly-developed transit, lack of 'urban' identity, and a land use-transportation system that supports low-density development and automobile travel (Bunting et al., 2003). A combination of such factors creates an urban mosaic that does not lend easily to supporting a downtown identity. Only a few mid-size cities in Canada (e.g. Halifax, Victoria, and Kingston) have continued to enjoy relatively strong core areas. These particular areas, however, enjoy certain amenities such as being close to natural features, waterfronts, historical districts,

provincial legislators/state capitols, and the presence of a post-secondary institution (i.e. a university) in or in close proximity to the downtown.

#### **4.7. Summary**

Since the 1950s, planning thought has shifted from design (based on scientific and engineering doctrine) to process (based on social science knowledge). Urban renewal and related strategies had become synonymous with modern principles of order and efficiency. During this time (from the 1950s to 1970s), professional planners and academics guided their decision-making through technical rather than political rationales. Urban forms were designed around collective goals that encourage economic growth, and subsequently, a middle class society.

Technocrats, in their role as “expert”, determined what indeed would be best for the “public interest.” In spite of planners’ best intentions, slum clearances, sterile suburbs, communities alienated by planning decisions, environmental degradation, and loss of historic buildings were common occurrences from the 1950s to the 1970s, all revealing problems with rational comprehensive planning (Perks and Jamieson, 1991; Wolfe, 1994). Rational comprehensive planning positioned the planner as a technical and scientific expert who determined what was best for public interest (Leach, 1982). Critics portrayed this approach as too technocratic, unrealistic, ineffective, and unjust (Fainstein and Fainstein, 1996; Sandercock, 1998).

Since the early 1970s, planning has been in hyperactive state with developments in transactive planning (Freidmann, 1973; 1987); postmodern planning (Allmendinger, 2001; Beauregard, 1989; Sandercock, 1998, 2000); communicative/collaborative planning (Forester, 1999; Healey, 1996, 1997); and equity planning (Krumholz and Forester, 1990). With these advances, the relationship between planners and community changed dramatically. Planning doctrines that proved adequate in the late 19<sup>th</sup> and 20<sup>th</sup> centuries were successfully

challenged as citizen participants became more important and new pluralistic values were taken into account in a more multi-cultural society (Perks and Jamieson, 1991). As a result, modernist planning ideals and related practice fell under attack. The post-modern condition called for the integration of public input in the planning process as well as new planning and revitalization initiatives that were localized, embracing the unique characteristics of each city. Downtown revitalization practice was conceived, requiring planners to facilitate, negotiate, and mediate the decision-making process.

How, then, are downtown revitalization strategies applicable to those cities found of the mid-size variety? What seems to set these downtowns apart from larger metropolitan and/or smaller rural areas can be found in their difference of geography, demographics, sense of place, socioeconomic characteristics, and political affiliations. Mid-size cities, downtown revitalization, and factors that contribute to the success of their downtowns, with particular attention to the roles of universities, are explored in Chapter 5.

## Chapter Five: The University and Its Role(s) in Downtown Revitalization of the Mid-size City

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This chapter explores the university and its relationship to downtown and, more importantly, its role in downtown revitalization within a mid-size city context. A historical review of urban renewal and revitalization as presented in Chapter 4 helped to illustrate the prevailing thoughts and influences behind such efforts. Over the last 50 years, in particular, several downtown revitalization attempts have occurred, especially those in the mid-size city. These cities face unique challenges and opportunities in developing strategies to encourage downtown revitalization. More importantly, they must capitalize on whatever strengths these downtowns possess, whether natural features, heritage, proximity to amenities, niche marketing, and -- what becomes the focus of this dissertation -- the presence of a post-secondary institution.

### 5.1. The Mid-Size City

As for the “downtown”, there is no single definition of a “mid-size” city. Definitions may be contextual where a small city located in Ontario, Canada may be considered a mid-size city somewhere else. Putting exact limits on size criteria is arbitrary. The real concern is cities that have experienced problems with downtowns and related revitalization strategies due to inherent structural parameters (Bunting and Filion, 1999; Filion et al., 2004; Robertson, 1999)<sup>24</sup>. To date, cities in the mid-size range have been regarded (and treated accordingly) as miniature versions of larger places. Bunting, et al. (in progress) have identified the following distinctive features of the mid-size urban structure: i) a dispersed city urban form due to low population density profile, high auto-based accessibility, and poor transit; ii) “sense of place”

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<sup>24</sup> Researchers at the UW Centre for Core Area Research and Design have defined mid-size cities as having population from 50,000 to 500,000 in Canada and 100,000 to 500,000 in the United States.

celebrating the “suburban lifestyle” by residents; and iii) core area (downtown) decline. Size is certainly not considered the only dimension in determining urban form; age, regional context, economic base, geographic site and growth rate, and local initiatives are equally important. Generally, the influence of these factors has been recognized whereas size has not. The concern here, however, is to explore how these particular cities are predominantly decentralized and outwardly dispersed.

### **5.1.1. Dispersed Urban Form**

A dispersed urban form is characteristic of cities lacking a centralized core and exhibiting decentralization, alongside low residential and employment densities, and a very high reliance on automotive movement (Bunting and Filion, 1999; Filion et al., 1996; Bunting et al. 2002). Throughout North America, mid-size cities were small when excessive growth in metropolitan areas through the 1950s began. They are typified as post-second World War (W.W. II) housing development (i.e. ‘modern’ and ‘suburban’). Consequently, this dispersed form encourages low population density profiles<sup>25</sup>. Given their predominantly ‘modern’ form that aspires to supporting mass movements of goods and people, a city’s medium size explains why motorists traveling around such cities enjoy near blanket accessibility: short commutes and minimal traffic congestion.

For example, in Kitchener, Ontario, the average auto-based trip is 5.43 km with 62% being less than five kilometres (Bunting et al., (in progress); Filion, 2006). The dispersed nature of mid-size cities, therefore, discourages centralized and more compact development that is required for cost effective and efficient modes of public transit. As a result, preference is given to the automobile, leading to strategies such as promoting lower rates for transit

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<sup>25</sup> Large CMAs (populations greater than 500,000) register at 8,007 persons per km<sup>2</sup> against 2,971 for mid-size cities (Bunting, et al., in progress).

users<sup>26</sup>. Employers and residents may be inclined to find more accessible locations found in the suburbs rather than downtown. Because people tend to connect to familiar places, their sense of place may be more conducive to suburban living.

### **5.1.2. Sense of Place**

“Sense of place” is considered to be the relationship between person and place that becomes a product of either experiences or interactions with surroundings (Francaviglia, 1996). Steele (1981:12) describes ‘sense of place’ as “the pattern of reactions that a setting stimulates for a person.” These reactions, whether positive or negative, real or perceived, impact an individual’s perceptions and attitudes to a particular place (Gallagher, 1993). National and international rankings of cities help provide some indication of people’s preference and attachment to place.

To date, the best-publicized national and international surveys favour large metropolitan areas such as New York, Chicago, and Toronto as ideal locations for globally oriented business (Saporito, 1994). However, high standings have little to do with quality of life but rather with their economic development focus (Saporito, 1994)<sup>27</sup>. Indeed, the media’s focus on issues such as congestion, high cost of living, high crime rates, high taxes, and a fast-paced lifestyle associated with large metropolitan cities may influence public perception of these cities as being places to visit but not to live in (Wahl, 2000).

Many mid-size cities are believed to be attractive not because of their downtown but because of their suburbs that seemingly offer affordable housing, shorter commutes and a relatively lower cost of living than that of many larger cities (Bunting *et al.*, (in progress); Filion

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<sup>26</sup> In North America, for example, the average transit use for larger cities was 7.6% compared to 1.1% in mid-size cities (Bunting, *et al.*, in progress).

<sup>27</sup> One of the primary reasons for this rise and continued popularity of the mid-size city can be traced back to the recession that occurred in the mid-1980s and hit many larger metropolitan areas hard due to high office vacancy rates, closure of businesses, and high crime rates. Coupled with crumbling infrastructure and increasing environmental contamination, the brawn and allure of the largest places that dominated much of the 1970s and 1980s were seriously compromised (Kotkin, 1999).

et al., 2004; Fillion, 2006; Lanbich and Gannes, 1989; Loeb, 1989; Robertson, 1995). They are considered ideal places to work and raise a family because of the perception of being safe and clean as well as having a laid-back lifestyle (Kay, 1994; Patterson, 1996; Steinberg, 1999). Because of their access to rural areas, mid-size cities are described as having an abundance of natural amenities (such as mountains, parks, riverfronts, and lakes), recreational opportunities, and main tourist attractions (Demont, 1995; Lanbich and Gannes, 1989; Loeb, 1989; Martin, 1994).

Residents of mid-size cities regard their cities, in a spiritual sense, as small towns having a right mix of big city cachet and small town comfort (Demont, 1995; Kay, 1994). In 1995, Maclean's Magazine singled-out Halifax, Nova Scotia as the top Canadian city to live and work in and even went as far as describing it as "an oasis that just oozes laid back lifestyles" (Demont, 1995:26). In January 2006, for example, the Intelligent Communities Forum (ICF) selected the City of Waterloo as one of the Top Seven Intelligent Communities of the year. ICF indicated that the city received this prestigious and internationally recognition because of the University of Waterloo's commitment to fostering community partnerships among educators, executives, and community residents (Mckague, 2006).

It is not surprising then that residents of mid-size cities believe their quality of life is superior to that of larger metropolitan areas. Therefore, size-related aspects of an urban sense of lifestyle help explain two features important to our understanding of mid-size metropolitan structure. First, because residents are satisfied with their status, public inertia results, leading to a powerful resistance to change. Second, residents' predisposed preferences for abundant greenery, large housing lots, privacy, and auto-oriented convenience entrench the low-density arrangements (Bunting et al., (in progress); Fillion et al., 2004; Fillion, 2006; Lederer and Seasons, 2005; Robertson, 1995).

### **5.1.3. Downtown Decline**

As early as the 1960s, the suburban-oriented demands of industry were a primary cause of employment and subsequent residential development. While trends towards downtown decline have been documented in both larger (e.g. Abbott, 1993; Beauregard, 1986; Brooks and Young, 1993; Carey, 1988; Gillette, 1985; Robertson, 1995) and smaller places (Brown, 2004; Robertson, 1997), this researcher has only come across one study that has looked at downtowns within the mid-size city context. In 2001, researchers at the Mid-size City Research Centre at the University of Waterloo launched a web-based survey canvassing planners and related professionals who worked in mid-size cities across US and Canada<sup>28</sup>. Respondents were asked to rate the success of their 'downtowns' and in doing so, 66% of them considered the downtown as "unsuccessful." Successful downtowns of small metropolitan regions tend to appeal to niche markets, make use of small -- rather than large-scale -- revitalization interventions, and rely heavily on an economic base that brings all kinds of people into the core on a regular basis.

The mid-size city is faced with a number of issues such as large retailing activities leaving the downtown, factory closures resulting in abandoned buildings and housing, and an increasing number of people moving to suburbs<sup>29</sup>. To date, relatively little attention has been given to the particular plight of their downtowns. Whereas the revitalization strategies of large-city downtowns can often benefit from extensive public transit systems, large-scale attractions, the presence of large corporations and institutions, many downtowns in the mid-size city cannot. With an inability to stop decline and mounting negative public opinion, these

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<sup>28</sup> Some 226 places were surveyed - 180 metropolitan statistical areas in the US and 46 census metropolitan areas and census agglomerations in Canada.

<sup>29</sup> The City of Kitchener's downtown, the largest core in the census metropolitan area (CMA) has suffered significant employment loss because of the industrial nature of its labour force. Employment in the downtown has fallen from 18,394 in 1980 to 12,000 in 2003. Moreover, core area retail decline has been precipitous; vacancy rates are high and open space and empty storefronts predominate on the main street (Bunting and Millward, 1998). Over the period 1961 to 1991, Kitchener downtown retail sales dropped from 55 percent of the regional total to less than ten percent. In contrast, the largest regional mall captured 45.8 percent of this trade.

downtowns remain vulnerable and easily dismissed. These exact sentiments coupled with the dispersed nature of mid-size cities further lend support to the suburban lifestyle leading downtowns to a continued downward spiral.

Under the influence of the development industry and consumer preference, planners have streamlined infrastructure provision and regulation systems, such as zoning, site plan controls and related policies to promote development of dispersed urban form (Fischel, 1999). The inability of planners to remove exclusionary systems of zoning is, for example, partly due to automobile use as well as a profession's difficulty to move beyond traditional roles of planning. As with any profession, gaps between theory and practice can be found and planning is no exception.

Theory may have moved from autocratic to participatory, but the planners in any given city may still be operation from older ideas and models that do not lend well in supporting new and innovative revitalization efforts (Wiewel and Lieber, 1998). For example, mix-use is difficult to implement because residents dislike the high rates of traffic prompted by non-residential types of activities. The systematic nature of dispersion also makes it very challenging for planners to generate alternatives to this type of development. Local planners have little hope of being heard in such situations. How, then, is revitalization of these downtowns to occur given this rather dismal situation? More importantly, what strategies are needed to help core areas reverse their downward spiral? The next section addresses these questions as well as illustrates how urban revitalization has evolved, the factors behind the success and failures of such attempts, and the influence of planning.

## **5.2. Strategies Most Suitable for Downtowns of Mid-Size Cities**

The mid-size city is characterized as having a dispersed urban form and a "suburban lifestyle." Combined, these characteristics have led to downtown decline and residential decentralization. The mid-size city is faced with a number of challenges such as minimal

retailing activities, abandoned buildings and housing, and an increasing number of people moving to suburbs. For the most part, revitalization strategies of large-city downtowns can often benefit from extensive public transit systems, large-scale attractions, the presence of large corporations and institutions (Birch, 2002; Bunting et al. (in progress); Filion et al., 2004; Filion, 2006; Grantz and Mintz, 1998; Robertson, 1995, 1999). However, many downtowns in mid-size cities cannot. With an inability to stop decline and mounting negative public opinion, these downtowns are vulnerable and easily dismissed. The systematic nature of dispersion also makes it very challenging for planners to generate alternatives to this type of development. If downtown revitalization is to occur, what strategies are needed to help core areas reverse their downward spiral?

Not all mid-size cities are in distress and, in fact, some are considered to have thriving downtowns. Filion et al. (2004) contend that successful downtowns share common elements such as high levels of pedestrian activity, a university or hospital in or in close proximity to downtown, strong tourist or visitor orientation, a well-preserved historical district, attractive natural features (e.g. a waterfront), the presence of cultural activities (e.g. art galleries and live entertainment). More than those of their larger counterparts, successful mid-size downtowns possess niche retail markets, centralized development, re-adaption of “greyfield” and/or “brownfield” properties, residential and business development that is of mix use and multi-functional, *intra-urban development factors* (i.e. small rather than large-scale revitalization interventions), and strong leadership (please refer to Figure 2.2, pg. 18).

### **5.2.1. Niche Retail Markets**

Downtown revitalization strategies must emphasize the uniqueness of the downtown experience distinguishing it from suburban business and shopping centres. Some of the more successful attempts in the past capitalize on downtown features not generally found elsewhere such as public spaces, waterfronts, distinctive architecture, historic sites, and/or

niche markets -- all lending support towards the promotion of downtown as an experience (Filion, 2006; Robertson, 1995; 1997). However, goods and services should not be exclusively geared toward tourists but should serve residents as well. Revitalization strategies must not succumb to the pitfalls of thematic development, where souvenirs and antiques are available at every street corner in the downtown but one has to drive 15 km away for groceries (Leinberger, 2005; Nunn, 2001; Porter, 1997). In addition, recognizing the internal reality of the community is a strategic aim of revitalization. Capitalizing on the uniqueness of the place as opposed to developing a “Disney Mainstreet USA” genre is the preferred way (Birch 2002; Filion, 2006; Leinberger, 2005; Nunn, 2001; Robertson 1999b).

### **5.2.2. Centralized Development**

Policies will have to be reworked to help these downtowns adapt to their changing environments. Municipalities are introducing new planning policies, as reflected in their Official Master Plans, based on smart growth principles that foster central growth and development and encourage synergy among various activities (APA, 2006). These principles would help curb dispersion often associated with the urban form of mid-size cities. Development permit system (in Canada) and a designated “special improvement zone” (in the U.S) is an alternative strategy that encourages a mix of business, residential, and related activities and services. These new zoning tools are being applied in the Western Provinces of Canada and some larger downtowns as well in the U.S. (e.g. Silicon Alley in New York).

### **5.2.3. Re-adaptation of “Greyfield” and/or “Brownfield” Properties**

Brownfield and greyfield site development continues to remain a viable strategy for the mid-size city. To offset the remediation costs associated with these types of development, various financing strategies are now available such as exempting development charges and

building permit fees, tax rebates, loan guarantees and grants, and tax incremental financing<sup>30</sup>. These incentives plus the prime locations associated with such sites provide attractive alternatives for developers and hold great promise in providing new opportunities not only for business development but for housing as well.

#### **5.2.4. Residential and Business Development**

Housing is another strategy that is most suited to a mid-size city. Given that the demographic trends of the rising creative class, echo and senior baby-boomers, and immigrants all have a preference for urban life, housing can provide the necessary tool to ensure a successful strategy (Birch, 2002). This strategy must cater to this niche market by supporting mixed use and multi-functional housing located in or in close proximity to downtown and retail services. Instilling a “pedestrian-friendly” environment is another strategy that makes a downtown unique relative to the rest of the city. Robertson (1993a, 1993b, 2003) identifies improved facilities for pedestrian movement as one strategy that can lead to a successful revitalization. “Re-peopling” the streets of downtown is important especially when attempting to bring about downtown improvement based on past lessons learned (Leinberger, 2005; Lorch and Smith, 1993; Zacharias, 2001).

On balance, housing must accommodate the needs of all downtown populations by ensuring lower-income residents and marginalized groups are not displaced through gentrification. To ensure opportunity for housing and homeownerships, a number of community organizations have come together to implement housing strategies that provide lower income families with access to capital for renovation and related skills training. In Canada, the Cooperative in Saskatoon, SK exemplifies this type of arrangement (Caledon Institute of Social Policy, 2001). In the U.S., for example, “defensible space technology” in

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<sup>30</sup> Tax incremental financing uses anticipated future tax revenues as immediate tax breaks; this strategy is used primarily for those properties deemed contaminated (i.e. not useable, unproductive, underutilized, and abandoned) and assumes that the property assessments will increase in value based on remediation of the site and the ability to rebuild (Tyler, 2000).

residential design (e.g. Five Oaks Neighbourhood in Dayton, Ohio) is enabling residents to control their own outdoor space by instilling a sense of ownership and pride -- showing great potential as a strategy for neighbourhood improvement and crime reduction (Newman, 1995).

As with housing, business development is equally important. Downtowns must possess an economic base that is diverse and attracts all kinds of people into the core. Business development should be small scale and entrepreneurial. Small businesses now account for a larger share in the economy, bringing employment and related activities. Many biotechnology firms, call centres, and Internet companies prefer to (re)locate to the smaller or mid-size cities. This choice is not only based on economic viability but also even more on the attractive lifestyle offered by these cities that fulfilled the needs of its labour market (Borden, 2000; Faircloth, 1997; Fisher, 1999). Mid-size cities provide a labour market that was just the right size and appropriately educated, especially when close to a large employment base where recruitment of talented workers from renowned institutions could be easily attained (Huhn, et al. 2003).

#### **5.2.5. Intra-Urban Development Factors**

Another downtown revitalization strategy is an emphasis on localized and small-scale projects. This reflects not only a reaction against the large-scaled interventions of the 1970s but also an attempt to plan and develop a downtown on a more human scale. Fostering multi-functionality in a downtown considers a myriad of activities, attractions, physical elements and venues in continually attracting people (i.e. intra-urban factors). It includes public facilities and spaces, as well as venues for entertainment, recreation, tourism and cultural enjoyment that bring different people downtown at different times. A mix of businesses and activities can help stop the flow of economic "leakage" from the downtown (Mayer, 2000).

### **5.2.6. Strong Leadership**

Downtown revitalization requires strong leaders who not only have a vested interest and patience but also can ensure open, honest dialogue for all parties concerned (Burayidi, 2001; Davis, 1980; Healey, 2003; Keating and Krumholz, 1991; Northouse, 2004). Leaders need to understand the dynamics of downtown within the context of the entire city (Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1997; Holland, 2001; Jacobs, 1961; Keating and Krumholz, 1991; Leinberger, 2005; Northouse, 2004; Palma, 1992; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005). Revitalization is more than making gritty cities pretty. It is about getting at the heart of social, economic, and cultural issues held by all community members. Leaders need to engage citizens in helping them identify a community vision for growth and diversification (Northouse, 2004; Wells, 2004).

Part of the strength in leadership is to help mobilize resources (e.g. money and people) and create a network of partnerships (e.g. private/public, public/public, and informal/formal) that are mutually beneficial (Innes and Booher, 1999; Healey, 2003). These types of arrangements allow pooling of resources and sharing of responsibility. “A healthy, sustained partnership is crucial to getting the revitalization process off the ground and building the critical mass need to spur a cycle of sustainable development” (Leinberger, 2005:8).

Leadership also involves collaborative partners. For downtown revitalization, these partners involve a number of participants such as advisory committees, chambers of commerce, downtown business associations, and “town-gown” (Kemp, 2000; Reardon, 2005; Robertson, 2003). For planning, broad-based community support and a focused vision are key elements to help reach consensus and common goals (Fainstein, 2000; Healey, 1996; 2003; Hoch, 1996; 2006; Kahn, 1991). Leaders often initiate and focus the planning initiatives so they need to become champions of downtown revitalization. Davis (1980), Leinberger (2005), and Palma (1992) all stress the importance of knowledge about the state of downtown

and the ability to gather the facts and analyze the data so that informed decisions can be made and a proper course of action.

### **5.3. Partnerships and Planning**

Planners work for the best interests of the community with a social responsibility that goes along with the efforts of community betterment such as downtown revitalization. To achieve this objective, planners work in partnerships with community groups, universities, municipal governments, non-profit organizations, and the private sector to help deliver public policy and plans (Burby, 2003; Hodge, 1998). Depending on the nature and scope of a community issue to be dealt with, partnerships can vary in scale and in organizational structure (Dickson, et al., 1997; Fannie Mae Foundation, 2001; Gomes-Casseres, 1999; Gray, 1989; Huxham and Vaugen, 2000; Kanter, 1994). Public-private partnerships are common in the public sector.

Partnerships are based on collaboration ranging from tight (i.e. joint ventures) to loose linkages (i.e. networks, regional partnerships, and/or alliances). Traditional community planning partnerships involve joint ventures that are project specific and require few partners (i.e. one or two firms or groups) with similar skills, technical knowledge, and expertise (Meckler, 1996; Narula and Dunning, 1998). Ad-hoc in nature, these partnerships are characteristically short-term and project driven (Larson, 1992; Meckler, 1996). They primarily deal with pressing issues that were timely especially when public/media attention was high and funding resources was limited (Larson, 1992). This type of partnership has prevailed since the 1970s and peaked in the early half of the 1990s due to the intense planning focus on promoting and supported community economic development (Wolfe, 1994).

However, new types of planning partnerships started to emerge by the 1990s that are based on collaborative (communicative) relationship of sharing resources, acquiring knowledge, mutual learning, and networking opportunities (Forester, 1999; Healey, 1996,

2003; McClendon, 1993). Primarily, these partnerships are grounded by collaborative planning theory that suggests planning cannot be responsive to social issues until the pluralistic views are first acknowledged and understood (Healey, 2003). Using a consensus building approach to decision-making, collaboration can operate on a non-adversarial basis of shared power amongst group members (Booher and Innes, 2002). Mattessich and Monsey (1992:12) further assert that a “collaborative group [should] include representatives from each segment of the community who will be affected by its activities.” Collaborations often have complex structures involving partnerships staff, executives committees, and working groups (Huxham and Vaugen, 2000; Kanter, 1994). Individuals and organizations are often members of multiple partnerships with overlapping membership. Departments of an organization may become involved in partnerships independently of each other.

The complexity of collaborative partnerships can result in mismatches in members’ agenda and competing agenda items. It requires continual negotiation of purpose and hence, the possibility of changing membership (Healey, 1997, 2003; Wiewel and Guerrero, 1998). Individual representatives, therefore, are not consistent with roles continually changing. To help manage this dynamic, practitioners and policy-makers participating must provide a nurturing environment that provides sufficient resources, supports partners, facilitates negotiations and agreement of goals, and champions (Fainstein, 2000; Healey, 1997; Huxham and Vaugen, 2000). In this light, individuals are seen as the success of collaboration.

#### **5.4. Community and University**

The relationship between community and university (“town-gown”) is well established but understood to have strengths and weaknesses. Johnson and Bell (1995:193) claim that “potential involvement with the community is virtually limitless.” However, there are costs and benefits to communities that experience close association with universities (Bok, 1982). On the negative side, residents and government have criticized universities for insensitive

campus development and expansion into adjacent neighbourhoods in inner cities (Berube, 1978). In the past, the common approach to mediate the problem was to isolate the campus from the immediate neighbourhood. Increases in security and building improvements were confined to the campus. Many universities have recognized that this strategy can only provide a temporary relief from the problem (Brukardt et al., 2004; Cisneros, 1995). Many universities are often located, and physically designed, to exclude surrounding neighbourhood and their residents (Legates and Robinson, 1998).

The research conducted by university faculty and students may be perceived to exploit community's residents, who are often the subjects of researchers-in-training (Holland, 2001; Wiewel and Broski, 1997). A claim has been made that communities gain little from university research programs (Brukardt et al., 2004). Some academics feel a greater affinity with, and interest in, research with applications elsewhere; the host community's need can be easily overlooked and undervalued.

On the positive side, there are many obvious and tangible benefits to having a university presence in a community. With the gradual switch from a "brawn" to "brain" based economy over the last 50 years, university have economic engines and natural growth poles (TD Bank Financial Group, 2004). Meyer and Hecht (1996), for example, found that there were significant increases in employment, population, and income of census tracts that had a presence of Canadian universities between 1981 and 1991. Luger and Goldstein (1991:97) identified 118 cases in the U.S. where a university had played a key role in the development and operation of research parks. Classic examples cited include Stanford Research Park in Palo Alto, California, the Route 128 Corridor in Boston, Massachusetts, and Research Triangle Park in Raleigh-Durham, North Carolina, which have contributed billions of dollars to the gross domestic product and provided hundreds of thousands of jobs (Cox, 2000; Calder and Greestein, 2001; Holland, 2001).



Figure 5a: Harvard University of Boston, Massachusetts

Source: <http://images.search.yahoo.com/search/images/view>, accessed on August 8, 2006

Universities are considered high profile, prestigious activities in communities.

Universities interact with a host of communities -- business, residential, cultural, health, and education (Boyce, 1994; Perlman, 1995; Sherry, 2005). They generate significant economic benefits through employment of faculty and staff as well as financial support of students (e.g. scholarship and research assistantships). The longevity of faculty appointments allows for stability and perspective often lost in municipal government administrative and political appointments. Successive generations of students bring new and fresh perspective to problem-solving activities (Reardon, 2005; Rodin, 2005; Stukel, 1994). The multiple and diverse disciplines and professions represented on most campuses offer a formidable intellectual resource to communities.

Research capacity of university is another potential asset to host communities (Markus et al., 1993; Perlman, 1995). Faculty and students have the financial resources, advanced research skills, the luxury of critical thinking, and usually an objective and neutral approach to problem-solving that communities lack (Teatler, 1981). This partnership can be mutually beneficial especially when addressing community problems. As noted by the Office of University Partnerships (1994:1), "if cities are to meet the daunting challenges that confront

them, the colleges and universities that are so prominent in their economic, social, and cultural lives must be fully engaged in the effort.”

Universities have engaged in partnerships to survive politically and intellectually. They are no longer the sole sources of knowledge and learning

(Martinez, 2000; Prince, 2003). Partnerships can be created with a variety of external partners, ranging from community organizations and schools to businesses and governments. In all cases, universities make unique and valuable contributions. At the same time, they need to learn modesty and approach the task of sustaining partnerships with a philosophy of equity and equality (McKnight and Kretzmann, 1993). The universities that take the lead in this will benefit from what the partnerships bring them and will be ahead in a whole new field of endeavour.

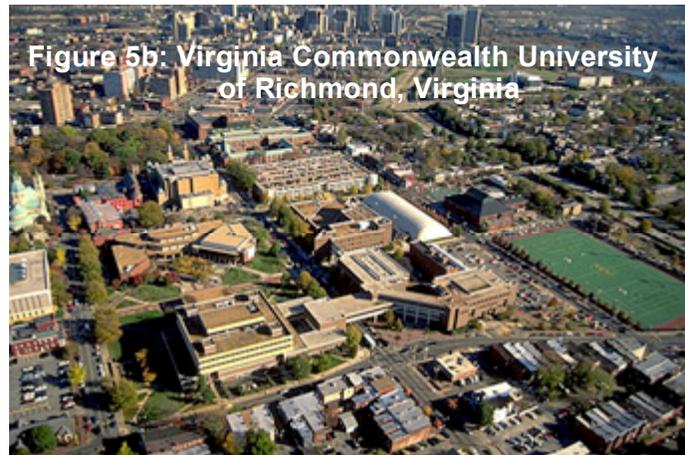


Figure 5b: Virginia Commonwealth University of Richmond, Virginia

Source: <http://www.vcu.edu/ugrad/vcuandthecity/index.html>, accessed on August 23, 2006



Figure 5c: UW School of Architecture, Galt City Centre in Cambridge, Ontario

Source: <http://www.architecture.uwaterloo.ca>, accessed on June 8, 2006.

Today, the university is most concerned with the stimulation and enhancement of the power of research and development for industry and community (Hall et al., 2000; Lynton and Elman, 1987). In the world today, where change is constant, where people



**Figure 5d: Trinity College in Hartford Connecticut**  
Source: <http://www.trincoll.edu/depts/humres/admin.shtml>,  
accessed on August 27, 2006

increasingly work in a global environment, and where ideas and knowledge are the currency of the day, higher education and research are the keys to unlocking solutions in dealing with a nation's social and economic problems (AUCC, 2004; Harris and Harkavy, 2003; Kupiece, 1993).

### **5.5. The Reasons Behind Why Universities Participate and their Respective Role(s)**

University and community have come together due to the ever-increasing complexity of planning problems as well as decreasing resources of the public sector since the 1990s. These partnerships, initiated either by a university or the community have been traditionally based on joint ventures having strong commitments to specific initiatives (Fannie Mae Foundation, 2001). Funding can come from various sources, including foundations, universities, government, corporations, non-profit organizations, and community associations (Fannie Mae Foundation 2001; Mayfield et al. 1999, Wiewel and Guerrero, 1998). The success of working collaboratively together is related to their ability to organize and sustain participants (Mattessich and Monsey, 1992). As Baum (2000:236) notes “unless they are honest about what they can accomplish, they will easily make inflated claims, ignore difficulties, and lose the ability to plan or evaluate.”

Partnerships must be tailored to perceived needs of both university and community to develop useful knowledge and skills -- often called “capacity building” and common in almost all collaborative projects (Mayfield et al. 1999; Healey, 2003). An innovative arrangement between university and community can help address pressing social and economic issues especially in light of tightening fiscal restraints, shifting federal priorities, and shrinking budgets (Boyer 1990; Rubin, 2000; Sanderman and Clark, 1997). For the most part, a university takes part in revitalization for selfish reasons. When participating in a partnership, a university’s

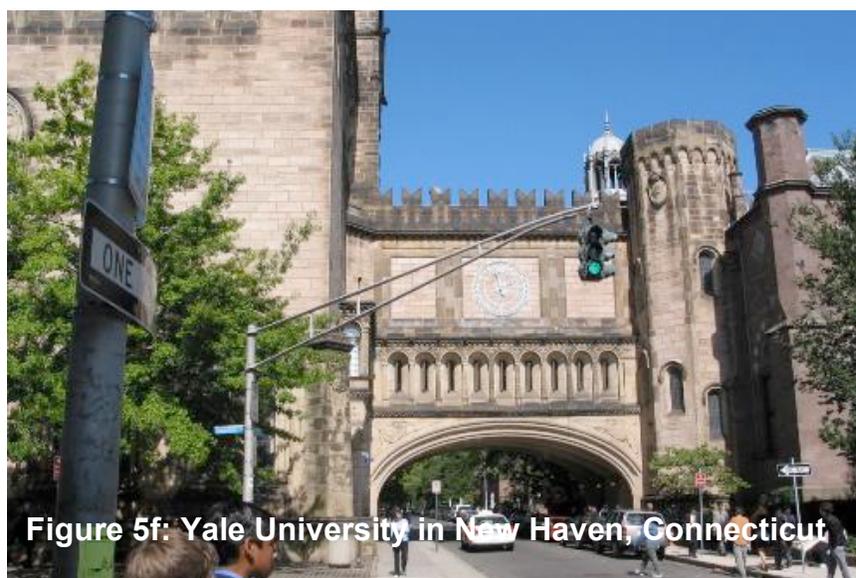


**Figure 5e: University of Illinois at Chicago, Chicago Illinois**  
Source: [http://www.uic.edu/home/wdw/photos/view\\_image.shtml](http://www.uic.edu/home/wdw/photos/view_image.shtml), accessed on August 28, 2006

practical and immediate interests are to protect its surrounding environment, expand funding, develop new facilities, and foster continuing political and social support of its institutions. Universities cannot escape the poverty, crime, and physical deterioration at their gates (Cisneros, 1995; Harkavy, 1997; Keating and Sjoquist, 2000).

Because higher education is competitive like any field and universities want to attract the top faculty, students, and staff, a university’s practical and immediate interests are to protect its surrounding environment, expand funding, develop new facilities, and foster political and social support (Cisneros, 1995; Sherry, 2005; Wiewel and Broski, 1997). That deterioration threatens the core of the institutions. Universities adjacent to declining

neighbourhoods or located in metropolitan areas with substantial deterioration find it harder to recruit and retain students, faculty, and staff. The costs of creating safe islands amid social disorder continue to rise. The viability of universities declines in response to the decline around them, and as a result, university and community are inextricably intertwined (Cisneros, 1995). A university cannot simply relocate if the surrounding community becomes uninviting, dangerous, or depressing.



**Figure 5f: Yale University in New Haven, Connecticut**

Source: <http://www.eng.yale.edu/rslab/Andreas/content/pictures/campus/HighStreet.html>, accessed on August 28, 2006

Private sector corporations have frequently merged and relocated to meet changing needs of a highly, competitive and globalized economy; however, universities cannot (Holland, 1995). They depend on (and contribute to) the health and vitality of their local communities to protect their vested interests. The quality of the surrounding environment directly affects the competitive advantage and is crucial in attracting and retaining the best students and faculty (Calder and Greenstein, 2001). With the relocation of corporations moving away from the downtown, local governments and communities have turned to universities and their roles as

“engines” of economic growth, expertise and technical assistants, community service learning providers, and leaders (please refer to Figure 2.2, pg. 18).

### **5.5.1. Engines of Economic Growth**

Universities generate significant economic benefits through employment of faculty and staff, and through financial support of students (e.g. scholarships and research assistantships). Faculty and students need accommodations, entertainment and services that can be provided by the host community. Universities pay property taxes. They are, above all else, reasonably stable and reliable employers (Allinson, 2006; Perlman 1995; Steinacker, 2005). The National Centre for Educational Statistics (1996) estimates that more than half of all colleges and universities (1900) in the United States are located in the urban core and have a combined operation of budget of \$136 billion relating to salaries, goods, and services (Hahn *et al.*, 2003). Taking it down to a more local level, the Office of Institutional Research and Planning (2003) at Queen’s University, for example, reports that the direct impacts to the city economy of Kingston are \$567 million whereby \$200 million is from student off-campus spending. The University of Waterloo reports similar findings where annual local impacts from university activity account for \$1 billion (PricewaterhouseCoopers, 2001).

### **5.5.2. Expertise and Technical Assistants**

Communities also see university faculty as an important source of expertise. Mullins and Gilderbloom (2002) found that technical assistance is considered the major role of academic institutions in university-community partnerships. Breadth of expertise ranging from medicine and engineering to law and urban planning are normally available from university faculty. Neither public agencies nor private corporations will have this broad range of expertise. Universities are gradually taking the advisory and even leadership roles in formulating and implementing urban redevelopment and industrial policy for their localities.

Universities have the facilities to deliver training and education programs and can host cultural and recreational events (Lederer and Seasons, 2005). The multiple and diverse disciplines and professions represented on most campuses offer a formidable intellectual resource to communities. As a technical resource, universities have played roles as facilitator, funding supporter, mediator, and technical assistance provider (Mullins and Gilderbloom, 1998).

### **5.5.3. Community Service Learning Providers**

Some universities see the benefits of having their students to work on real-world issues (Rodin, 2005; Reardon, 2005; Ruch and Trani, 1995). For example, the university's curriculum and teaching methods can be made more relevant and grounded in "realities." Communities have significant capacity to address and solve their own problems as McKnight and Kretzmann (1993) have argued. Local knowledge and expertise is important and extensive, and must be acknowledged by universities as a significant asset in community-based research initiatives. LeGates and Robinson (1998:315) also remind us that "academics must divest themselves of their expert status and meet the community on level ground, willing to learn as well as to teach." Universities cannot be isolated from their surroundings -- professional schools find it in their best interest to have some involvement or connection to their communities (Keating and Sjoquist, 2002).

As Lynton and Elman (1987:31) further note, "active involvement of faculty from many disciplines in a variety of applied and externally oriented professional activities is the best way -- indeed perhaps the only way -- to bridge the current pedagogical gap between theory and practice." Indeed, the interaction can be mutually reinforcing and enriching (Ruch and Trani, 1995). According to LeGates and Robinson (1998), this process can be a necessary, and often painful, experience for many academics who have not consider the utility of their research. They may also need to revisit their communication skills when interacting with community residents. Universities are places that educate key players in civic life such as

government leaders and professionals (Thomas, 1998). Students benefit from direct, hands-on learning experiences that can be invaluable in shaping their world-view, research, and job skills (TD Bank Financial Group, 2004; Cisneros, 1995).

The idea of university service to the community came of age with the creation of Land Grant Colleges in the United States with the Morrill Act of 1862.<sup>31</sup> By getting students involved in university projects, they will have the chance to apply theories learned in their classrooms to practical problems. Students who work on a community revival project add to the academic benefits of being close to the project site and develop a sense of civic responsibility among students (Bok, 1982, 1992). Besides, from the university-community partnerships' viewpoint, graduate students are invaluable sources of labour power that may be least demanding in remuneration for assisting the implementation of their university projects.



**Figure 5g: Union College in Schenectady, New York**

**Source:** <http://www.union.edu/Resources/>, accessed on August 28, 2006

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<sup>31</sup> In the U.S., a land grant college or university is an institution that has been designated by its state legislation or congress to receive the benefits of the Morrill Act of 1862. This Act sets aside federal lands in each State for the creation of colleges and universities that would serve agricultural communities (Berube 1978). The Hatch Act of 1887 extended the ideals of the Morrill Act by giving additional resources to land-grant colleges so they could conduct applied research and experimental work aimed at improving the condition of the larger society (Graham, 1999).

Universities may also become engaged with the community due to increasing demand from public funding agencies to provide research outputs that can lead to general improvements of the economic, social, and physical conditions of university neighbourhoods. In the U.S., land grant institutions have been traditionally engaged in research that is driven by private funds or federal grants. Universities in Canada recognize that they are part of a provincial or regional system and rely on the provincial governments for a substantial part of their operating funds and as a funnel for federal financial support (Trotter, 1974). However, major research funding formulas are changing and now require direct community involvement in research.<sup>32</sup>



Figure 5h: Yale University of New Haven, Connecticut

Source: <http://www.yale.edu/about/tour.html>, accessed on August 25, 2006

Engaged colleges and universities have not abandoned traditional scholarship. Instead they are broadening their view of scholarship by applying it to critical issues and problems that threaten the quality of life in their local communities (Holland *et al.*, 2003;

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<sup>32</sup> In 1994, the U.S. Department of Housing and Urban Development established the Office of University Partnership (OUP) in recognizing the crucial role that American institutions of higher education can play in rebuilding local communities. The OUP programs encourage urban universities to participate in community development (education, job training, crime prevention, and public health services) through funding opportunities. Among its various program, the Community Outreach Partnership Centre was established that explicitly requires universities to collaborate with local communities to identify needs of their localities and devise methods to meet those demands. In Canada, the Federal government, through the auspices of the Social Sciences and Humanities Research Council of Canada, established a Community-Research Research Alliance (CURA) that supports community and university participation in research relating to such areas as downtown revitalization, social work, arts and culture, poverty and homelessness, resource management, and health-related matters.

Martinez, 2000). The manner in which universities go about teaching, how students and other audiences learn, and what is learned, ultimately, affects pedagogy. Working directly with community partners exposes faculty members and students to the knowledge, experiences, and values of persons outside of the formal classroom (Rodin, 2005; Ruch and Trani, 1995). Students, faculty and community are exposed to different life experiences, values, and expectations that help broaden understanding of community and university issues (Markus et al., 1993). As citizens of the community, faculty members and students and their respective families bring all kinds of skills to a community -- and often use them to enrich the community. By definition, the partnerships require students and faculty members to collaborate with community residents and stakeholders. Doing so teaches project collaboration and collaborative learning (Campus Compact, 2000; Kupiec, 1993).



**Figure 5i: Howard University of Washington, D.C.**  
Source: <http://www.howard.edu>, accessed on August 16, 2006

#### **5.5.4. Leaders**

Finally, universities can fill a critical leadership role in downtown revitalization. The leadership role has been unfilled since both the public and private sectors retreated from investing in urban neighbourhoods (Fannie Mae Foundation, 2001). The profitability of property redevelopment depends on the infrastructure and property investments in the vicinity. A leader who can make the initial investment to set the other forces in motion is indispensable. Local universities can be the appropriate candidates for acting as neighbourhood leaders (Mazey, 1995; Reardon, 2005). They are normally the largest landowners in the area and possess a high esteem within their community. Besides, residents may perceive local universities as politically neutral. This perception may allow universities to hold cooperation from different interest groups together and shield their projects from local politics that can fetter the whole redevelopment process.

#### **5.6. University and Its Contribution to Downtown Revitalization**

Universities provide a unique opportunity in allowing individuals to participate in revitalization work and related strategies for downtowns. Several “successful” downtowns in a study conducted by Filion *et al.* (2004) cited the presence of an educational institution. Mullins and Gilderbloom (2002) imply that university participation in downtown revitalization could contribute to the institution’s overall mission of teaching, research and service by involving students, staff and faculty in community projects. According to Calder and Greenstein (2001), a variety of reasons push universities to get involved in the development of their communities and/or neighbourhoods such as updated facilities, laboratories, student housing, and athletic fields that spill-over from their campus boundaries.

Other universities may have either a long-standing commitment to redevelopment of their neighbourhood or are concerned about the impact a deteriorated community might have on recruitment and retention. In 2003, the Strategic Counsel and Uthink Inc. conducted a

joint online web-based survey where 26,000 Canadian undergraduate students evaluated 58 universities with respect to quality of education, course registration, student services, buildings and facilities, technology resources, on-campus life, and off-campus life (Globe and Mail, 2003).

With respect to off-campus life, 6 out of the top 10 universities were located in smaller, mid-size cities where participants cited reasons such as small town feel, plenty of shopping, and an array of social activities as reasons behind their ranking.

Across the U.S. and to a lesser extent Canada, universities and communities have come together in revitalization initiatives that range across redevelopment of historical buildings, housing, community development issues, and small business support. This type of engagement is exemplified in Table 5.6. A tie that binds these initiatives together is the goal to improve the quality of life for both university and community. Innovative partnerships help address pressing issues especially in light of tightening fiscal restraints, shifting federal priorities, and shrinking budgets (Rubin, 2000; Sanderman and Clark, 1997; Boyer 1990).

Many universities realize that to protect their investment, protecting their neighbourhood is imperative. As Cisneros (1996) points out: "Universities cannot simply pack their bags and move if neighbourhoods become uninviting, blighted, and dangerous... higher education is competitive like any field and universities want to attract the top faculty, students, and staff."

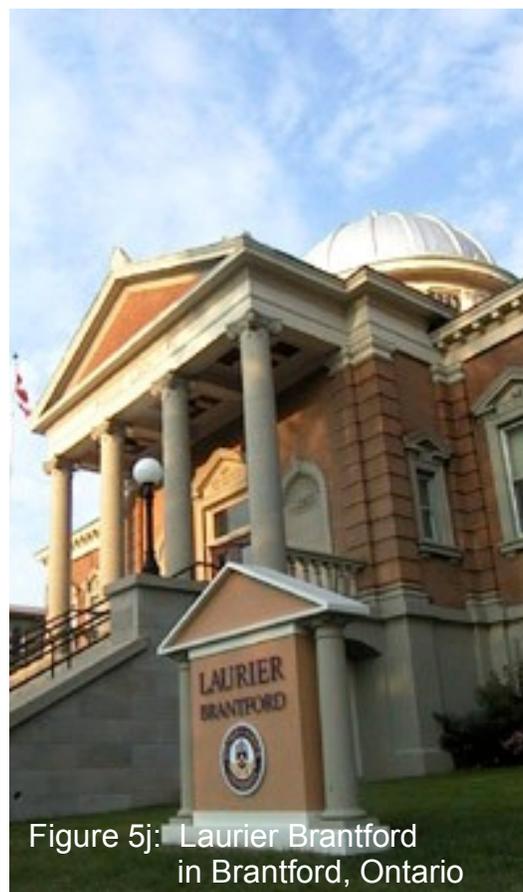


Figure 5j: Laurier Brantford in Brantford, Ontario

Source: <http://cubic.wlu.ca/homepage.php>, accessed on July 17, 2006

**Table 5.6. University Roles/Contributions to Community and/or Downtown Revitalization**

University	Roles/Contributions	Description	Source
Howard University of Washington, D.C.	Housing Support	Howard University teamed up with Fannie Mae Foundation, and corporate partners to transform 45 abandoned, university-owned properties located in a neglected, crime-ridden neighbourhood into more than 300 housing units and \$65 million in commercial development	Fannie Mae Foundation, 2001; Hahn <i>et al.</i> , 2003
Virginia Commonwealth University of Richmond, Virginia	Entrepreneurial Business Support	Virginia Commonwealth University formed a joint venture with the state of Virginia and the City of Richmond to create the Virginia Bio-Technology Research Park. The state facilitated the initial development of the incubator by issuing a \$5 million bond for construction. The university's business school contributes to the development of the companies in the incubator by providing business- planning advice. The Center has sparked new businesses and new jobs. Twenty-six companies have been created of which 75% are university faculty research.	Office of University Partnerships, 1994
University of Illinois at Chicago (UIC)	Service Learning and Skills Training	University of Illinois at Chicago (UIC) has been involved in investing in its surrounding neighbourhoods. Under the auspices of the Great Cities Program, the UIC Neighbourhood Initiative was implemented in the early 1990s. At that time, a new Chancellor made an institutional commitment of 10 years to increase, facilitate, and highlight programs in teaching, research, and service to help increase quality of life of Chicago. This initiative involves a multi-disciplinary corporate, civic, and public organization support with a research focus on violence prevention, teaching improvements, healthy communities, housing development, race issues, and empowerment zones evaluation.	Calder and Greenstein, 2001; Office of University Partnerships, 1994; Perry and Wiewel, 2005; Reardon, 2005; Wiewel and Leiber, 1998; Wiewel and Knapp, 2005
University of Louisville in Louisville, Kentucky	Business Support and Skills Training	Through the Community Outreach Partnership Center, the university helped launched a training programme to begin careers in contracting, subcontracting, or a related field. The programme also helped individuals establish their own businesses through class work and informational sessions.	Hahn <i>et al.</i> , 2004
Clark University in Worcester, Massachusetts	Housing and Skills Training	Clark University in Worcester, Massachusetts developed the University Park Partnership in 1987 with community groups and business organizations to help revitalize the university's surrounding neighbourhoods. This group refurbished abandoned/dilapidated homes and resold them to area residents and subsidized mortgages and opened secondary public school that serves as a development program. In addition, the University Park Campus School is a public secondary school on the university campus. Tuition to the university is free to students residing in a designated area who meet Clark's admission standards at the end of their senior year in high school.	Hahn <i>et al.</i> , 2003; Office of University Partnerships, 1994
Duke University of Durham-Raleigh, North Carolina	Housing and Entrepreneurial Business Support Housing Development	Duke University of Durham, North Carolina sponsored the "Duke-Durham Neighbourhood Partnership Initiative" in 1996 that included 12 nearby neighbourhoods. With residents and community leaders, charitable foundations, and local non-profits, the university was able to raise \$10 million to invest in its neighbourhood. The goals of this partnership are to provide educational enrichment for young people, encourage home ownership, and promote safety and security. The university also invested more than \$2 million to an affordable housing loan fund to promote home ownership, housing rehabilitation, and new home construction.	Karrow, 2002; Hahn <i>et al.</i> , 2003
Trinity College	Housing and	Trinity College, in Hartford, Connecticut, invested \$7	Reardon, 2005

University	Roles/Contributions	Description	Source
in Hartford, Connecticut	Entrepreneurial Business Support	million of its endowment to develop a neighbourhood revitalization initiative targeted on a 15 square block area surrounding the college. A 16-acre educational complex houses an elementary school, a middle school, and a high school educational centre. \$10 million in support from all levels of government, corporations, foundations, and alumni was provided.	
Union College in Schenectady, New York	Housing Development	Union College in Schenectady, N.Y prepared a \$10 million plan to revitalize a neighbourhood by the campus and foster home ownership by providing \$1 million in scholarships for children of qualified home buyers. The university also provided mortgage programs for college staff and community residents as well as developed a neighbourhood security program and infrastructure improvement programs.	Cisneros, 1996
Yale University of New Haven, Connecticut	Housing Support; Support Services and Attractions	Yale University of New Haven, Connecticut created the "New Haven Initiative Partnership Program" to promote homeownership support, economic development opportunities, improve public schools and revitalize the downtown. Incentive programs for employees to purchase homes in New Haven were made available. Yale has invested \$20 million in downtown to support retail and residency in the downtown.	Cisneros, 1996; Hahn <u>et al.</u> , 2004
Harvard University of Cambridge, Massachusetts	Housing Development	Harvard University of Cambridge, Massachusetts initiated the Harvard 20/20/2000 fund in 1995 that provided \$20 million in low-interest loans to non-profit groups for building affordable housing. In addition, the university has pledged \$1 million in grants to non-profit groups for an affordable housing shortage program.	Cisneros, 1996; Hahn <u>et al.</u> , 2003
University of Pennsylvania in Philadelphia, Pennsylvania	Housing and Entrepreneurial Business Support	University of Pennsylvania in Philadelphia has created a Centre for Community Partners to help work on revitalizing West Philadelphia neighbourhoods. The university has been involved in a broad-based effort to stimulate neighbourhood revival through development of several new businesses including hotel, retail complex, and cinemas. The project was estimated at \$300 million of which 25% of the contracting services had to come from local businesses of the distressed neighbourhood. These businesses have an emphasis on minority-owned and female-owned enterprises and local employment opportunities for local residents. In addition, the university initiated an employee housing assistant program where the university provided \$5,000 for a down payment plus a loan guarantee. This program helps to reduce the obligation of down payment. The School of Architecture and Planning also provides design services for families employed by the university and who are willing to move in certain designated distressed neighbourhoods of West Philadelphia.	Calder and Greenstein, 2001; Cisneros, 1996; Carr, 2000; Reardon, 2005
Ohio State University in Columbia Ohio	Housing	Ohio State University in Columbia Ohio, founded a non-profit redevelopment corporation called Campus Partners. The corporation purchased 1400 units for public housing project to help improve management and rehabilitation of properties for low income households.	Calder and Greenstein, 2001
Barber-Scotia College in Concord, North Carolina	Supporting Services and Attractions; Housing and Business Support	This historically black college established an Individual Development Account Program involving a \$1.4 million revolving loan pool to promote economic development and support business development, local services, and attractions. The college also provides direct home ownership assistance in the form of down payment assistance.	Hahn <u>et al.</u> , 2003
University of Waterloo, Waterloo, Ontario	Presence of University (Satellite Campus); Supporting Services and Attractions	The University of Waterloo's School of Architecture has renovated an old factory building located in Galt City Centre (one of three main downtowns) in Cambridge, Ontario. This \$28.5 development resulted in, approximately, 400 undergraduates and graduate	Charbonneau, 2002; Lederer and Seasons, 2005; Rosehart, 2004

University	Roles/Contributions	Description	Source
		students, 20 faculty, and 20 full and part-time staff being relocated from main campus to downtown Galt. As a result, private industry has established new student housing and related business developments in retail and service. Estimates on the economic spin-offs are around \$3 million dollars annually for the local downtown. The university is also in partnership with the City of Kitchener to develop a Health Sciences Campus in the city's downtown. This city provided \$30 million towards the development whereas the Region of Waterloo contributed another \$19 million. As part of the campus, a School of Pharmacy will be constructed to accommodate enrolment of 480 undergrads, 70 graduates, and 50 faculty and staff. A new regional family medicine clinic – a joint venture between McMaster University and the School of Pharmacy – has been recently added to the mix. In tandem with these developments, the City of Kitchener is presently under negotiations with private builders to construct 300 new units for student residents.	
Wilfrid Laurier University, Waterloo, Ontario	Presence of University (Satellite Campus); Supporting Services and Attractions	WLU has already established a satellite campus in downtown Brantford. The City of Brantford has made contributions to the establishment of a university in the local community and recently announced its support to the expansion bring the total student from 38 students in 1999 to over 1700 in 2007. Wilfrid Laurier University (WLU) is also developing the former St. Jerome's high school located in downtown Kitchener moving its School of Social Work along with 53 full-time and part-time faculty and staff, and 250 graduate students.	Charbonneau, 2002; Rosehart, 2004
St. Lawrence University in Canton, New York	Skills Training, Licensing, and Activity	St. Lawrence University worked to developed a regional economic plan to promote skills training and business licensing in the New York Region. The university worked to create a venture capital fund for the possible purchase of a local dairy plant as well as a diesel fuel facility	Reardon, 2005
University of Southern California, Los Angeles, California	Skills Training, Licensing, and Activity	The university initiated a skills-training program for surrounding neighbourhoods that included a training resource centre, resume writing workshops, work placement programmes, and certification in job-related skills.	Hahn <i>et al.</i> , 2004
Marquette University in Milwaukee, Wisconsin		With \$50 million in funding, the university formed two non-profit community development corporations to help upgrade real estate, reduce crime, keep housing affordable, and develop the local economy.	Cisneros, 1996

Universities have a stake in downtown revitalization because a vibrant downtown with historic buildings, commerce, services and a broad range of cultural activities and institutions is vital to the life and image of the metropolitan region (Bromley, 2001, 2006; Cisneros, 1995; Harkavy, 1997; Keating and Sjoquist, 2000). Such assets are integral to healthy downtowns -- especially mid-size cities. As Bromley (2006:9) reminds us, “medium to small towns and cities with major prestigious institutions have favourable images... ..having cultural facilities, one-of-a-kind restaurants, cafes, handicraft shops, and bookstores.” Such downtown settings

are conducive to successful recruiting efforts of highly skilled and creative students and faculty. As further pointed out by Florida (2002, 2003), creative and highly educated professionals naturally gravitate to cities having well preserved historic districts, unique retailers, excellent cultural facilities, and pedestrian-based environments. In so doing, a rationale is made for high investments in education as well as subsidies for cultural venues such as theatres, museums, and galleries (Bromley, 2006; Florida 2003).

### **5.7. Community-University Tensions**

For the most part, revitalization efforts that include universities hold great promise. However, some tensions do exist. Revitalization undertaken by some institutions may lead to the development of an explicit plan and strategy to achieved desired outcomes (e.g. reduction in crime and physical deterioration) through a real estate arm of the university often operated by administration rather than by faculty and students (Calder and Greenstein, 2001). This type of arrangement is typical of a government-initiated planning effort where all groups may not be represented (Wiewel and Lieber, 1998). Universities also face challenges from falling land markets. Privately owned housing catering to students surrounds some universities, and those landlords engage in short-term management practices to maximize their profits. Substandard property maintenance, coupled with high turnover of rental units, can lead to rapid deterioration in the housing stock. This behaviour can either start or reinforce a process of declining property values and neighbourhood deterioration (Calder and Greenstein, 2001).

In addition, rising rental prices, loss of affordable housing, major shifts in property values, increased nuisance and noise complaints, traffic congestion, and reduced parking availability are associated with conflicting lifestyles between students and permanent residents (Raboin, 2000, 2002; Rubin, 2000). Local revitalization projects sponsored by universities may also threaten the cultural and demographic identity of neighbourhood. For

example, real estate development can contribute to increases in the value of the land and community amenities but it can also displace existing residents and businesses that cannot complete in tighter and more expensive land and housing markets (Calder and Greenstein, 2001).

Universities have come under criticism for their isolation from issues of U.S. urban communities and their expert-based approach to neighbourhoods (Boyer, 1990; Bunnell and Lawson, 2006; Grant 2006b; Lynton and Elman, 1987). Universities have expanded in and encroached upon low-income neighbourhoods, resulting in resident resistance because of displaced long-term residents and disrupted social networks (Price, 1973; Hong, 2002). Increasing competition has forced universities to walk a fine line between remaining faithful to their missions and vying with other institutions to recruit and retain students and faculty, and to meet ever-growing demands for newer athletic and academic facilities, bigger and better dorms, and more sophisticated telecommunication resources (Pocklington and Tupper, 2002).

Universities also face additional pressures at a regional scale because local governments view universities as economic engines and anchors in the city in creating jobs, supporting entrepreneurs. High budget demands of universities and limited funding from government have led to few resources to support this community goal of revitalization. Between 1991 and 2001, for example, the U.S. state and federal government provided almost 30% more support per student whereas the Canadian governments provided 20% less support (AUCC, 2004). Poor communities do not have the kinds of financial resources that government and business have to engage faculty as consultants or to pay for research projects; they do not have the institutional links with universities that government and business do. Expertise of faculty and students needed for this kind of outreach program is not found in one department as it often is for other kinds of outreach. Faculty are naturally inclined to study a community rather than work directly to improve it (Lederer and Seasons, 2005; Prins, 2005; Ruch and Trani, 1995).

## 5.8. Lessons Learned

The process of change takes time and requires actions at every level within an organization. For change to occur at an institutional level, leadership is required from the highest levels of the academic institution (Bunnell and Lawson, 2006; Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1997; Healey, 2003; Holland, 2001; Keating and Krumholz, 1991; Palma, 2000; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005). The process of change involves creating a new culture by building a serious university presence in a program of community outreach and partnership based initially in either a single department, school or centre; putting more emphasis on educating faculty and staff through regular faculty institutes; and consciously engaging other parts of the university in discussion about teaching, faculty, students, and promotions (Martinez, 2000:72).

Partnerships themselves can provide an opportunity for learning through sharing delights and challenges brought through collaboration. Grounded in collaborative planning theory, collaborative planning supports active participation and communication within an organization setting (Healey, 1997). Its emphasis is on the process of personal and organizational development rather than specific community objectives (Innes, 1998). By expressing their mutual interests, participants can agree on an appropriate action (Fainstein, 2000; Healey, 1997). Collaborative planning and review processes also offer excellent opportunities to introduce ideas for change. These processes can solidify and support existing direction of change (Harkavy and Wiewel, 1995; Lederer and Seasons, 2005). Town-gown partnerships, in particular, have faced many difficulties in implementing their redevelopment projects. For example, communities hold universities accountable for their actions, putting high expectation on their plans to enrich and preserve the social fabric of the neighbourhoods (Calder and Greenstein, 2001; Cisneros, 1996).

Caution must be noted when entering into a community and university partnership with community. For the university, its resources, size, capacity in providing technical assistance,

and the level of respect it has with the host community are all factors that can either make or break a partnership (Cox, 2000). Administrative leaders (e.g. University Presidents) need to manage academic enterprise by defining an institution's agenda to determine the university's role in community (Cisneros, 1996). Faculty must be allowed to shape an academic program and encouraged to find ways to resolve tensions between the academy and community especially to the dissemination and communication of research.

Without strong support from and concerted leadership by senior administration, the process could be painfully slow (Rogers *et al.*, 2000). Likewise, community leaders must incorporate universities into the city's short-term and long-term revitalization strategies of their cities by meeting regularly with university officials and community leaders to identify partners and opportunity for revitalization. Most often, universities are excluded from participating in downtown revitalization planning. Establishing a community-university liaison has also been suggested as a way to strengthen community and university relations.

Successful partnerships must include a number of elements to make them work as pointed out by Baum (2000) and Walsh (1998): clarifying the role/purpose of the partnership; matching/allocating resources to the project at hand; making funding agencies active partners; making all partners accountable to one another; and organizing continually (re-evaluate goals and purpose). Fannie Mae Foundation (2001), Reardon (2005), Wiewel and Guerrero (1998) all further make the following recommendations: enhancing ongoing projects presently underway in a faculty; combining a number of short and term projects to show progress and keep partners engaged; and identifying linkages and networks to enhance ongoing commitment and resources.

Reardon (2001) contends that community and university must enter into formal agreement. The East St. Louis Neighbourhood Association in East St. Louis, Illinois, for example, prepared "Rules of Engagement" with the University of Illinois at Urbana-Champaign that outlined partnership agreements to ensure commitment, community representation, civic

engagement, and sharing of resources (Weiwel and Borski, 1997). Other strategies to strengthen community and university relationships include ongoing dialogue, creating networks, engaging students, involving leaders, building mentoring programs, and enhancing service learning experiences (Fannie Mae Foundation, 2001; Reardon, 2005, 2006; Thomas, 1998). Checkoway (1997) has identified four different kinds of administrative structures that research universities can employ to organize their community outreach activities, which include an outreach function centralized at the president/vice-president and decentralized among academic units; partnership must be interdisciplinary and incorporated into existing institutional units whose activities cut across the whole university.

Urban revitalization has helped to improve the value and well-being of the downtown where universities have sizable and immovable investments. Leveraging academic assets in urban growth strategies remains one of the greatest untapped urban revitalization opportunities. Academic, public, private, and community leaders are joining together in new, innovative, and bold partnerships to promote urban revitalization in the downtown.

Universities have played a significant role in promoting many elements of a healthy downtown through work to improve urban schools, health and legal services for lower-income and marginalized groups, and, more recently, in urban housing. Universities are helping their community partners create job opportunities, nurture community-based entrepreneurs, expand services ranging from child care to health care, enhance public safety, combat homelessness and housing discrimination, improve education and training opportunities, and meet a host of other community needs (Cuomo, 2003; Reardon, 2005).

## **5.9. Summary**

Universities can play important roles in partnership with the public, private, and non-profit sectors in ameliorating urban problems. University-community partnerships have multiplied due to the ever-increasing complexity of planning problems as well as decreasing

resources in the public sector (Lederer and Seasons, 2005). However, little empirical research had been conducted on the role of universities in downtown revitalization initiatives, especially with the mid-size city context (Lederer and Seasons, 2005). Unfortunately, there is not a huge body of literature on both downtown revitalization and university-community partnerships. For downtown revitalization, much of the literature is based on case studies. These studies, while detailed, are limited to localized issues and remedies having little consideration to the relationship to the regional, national, and/or global picture. For community-university partnerships, the literature does covers a broad range of topics relating to normative statements about the desirability of partnerships, empirical descriptions of different types of collaborative processes, and longevity of collaborative efforts.

Little effort has been put forth to rigorously evaluate the successes and failures of collaborative partnership ventures that are taking place, especially relating to downtown revitalization (Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1997; Harkavy and Wiewel, 1995; Holland, 2001; Keating and Krumholz, 1991; Nyden and Wiewel, 1992; Palma, 1992; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005, and 2006). Much of the information, even presented within this paper, is based on selected case studies with barely any references to mid-size cities. Given the review of available research, universities seem to be playing an important role in downtown revitalization. Further research, however, is required to understand the nature and dynamic of the community and university partnership and, more specifically, how the roles of university play out in downtown revitalization of mid-size cities. To date, there has been no study to identify a broad-based and national approach to determine fundamental characteristics of university and community partnerships in downtown revitalization.

This thesis attempts to understand the role(s) of universities from the perspective of collaborative planning. More specifically, it investigates how community-university partners have helped support downtown revitalization initiatives for mid-size cities. Chapter 6 presents

the results of an Internet-based questionnaire and telephone interview survey that targets community and university partners found in mid-size cities. These surveys investigate how university and community partners worked collaboratively towards downtown revitalization and the challenges and opportunities that they face. Moreover, it looks at the roles of university in downtown revitalization as well as strategies, recommendations, and advice to strengthening and encouraging universities involvement to downtown revitalization.

## Chapter Six: Presentation and Discussion of Results

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The purpose of this research is to examine how universities, located in the downtown (core area), contribute to revitalization within a mid-size city context. A literature review helped frame the context of the research by identifying and examining issues and opportunities relating to downtown revitalization strategies, collaborative planning, and the role of community and university. Field trip interviews with those individuals involved in downtown revitalization further assisted in understanding -- from a practical level -- the challenges, opportunities, and strategies of downtown revitalization with a focus on university involvement. Drawing from the literature and field trip research findings, questions were designed to elicit opinions about downtown revitalization, roles of universities, universities and downtown revitalization, community-university partnerships, as well as strategies, recommendations, and advice for strengthening and encouraging universities' involvement in downtown revitalization. These questions were presented in a web-based survey to obtain a wide range of responses from a target group of community and university representatives in over 250 mid-size cities across the U.S. and Canada.

Of the 800 emails sent to potential respondents, 270 people agreed to participate. To provide further details on information collected by the web survey, telephone interviews with 22 participants followed. For the web-based questionnaire survey, individual responses from open-ended questions were selected to illustrate/lend support to the overall results given by the sample survey. In addition, key words were underlined within participants' answers to show the relationship between their responses and the overall key relationships identified. With respect to the telephone interviews, quotes provided by representatives from the community are identified as (CR) and university as (UR). A complete list of open-ended responses from both the web-based and telephone questionnaire surveys is presented in Appendix F and G, respectively. For illustrative purposes, pictures taken from the two fieldtrips are included throughout this section.

## 6.1. Downtown Revitalization

The first part of the questionnaire was designed to elicit opinions regarding downtown revitalization as identified through the literature review and fieldwork research. As illustrated in Table 6.1, 257 (96.3%) of 267 participants believed that **“a pedestrian-oriented environment”** was the most important followed by **“active retail scene”** (254, 95.1%), **“employment”** (249, 93.3%), **“street-oriented retail”** (245, 91.8%), **“cultural activities”** and **“people on sidewalks”** (both at 244, 91.4%) when asked to rank factors associated with downtowns. The least “unimportant and very unimportant” yielded results of 39.0% (N=104) participants for the **“presence of a retail mall”** followed by **“climate”** [58, (21.7%), and the **“availability of social services”** (40, 15.0%).

**Table 6.1.** The Degree of Importance of Factors Associated with Downtowns

	Important	%	No Opinion	%	Unimportant	%	Total %
High-density residential development	231	86.5	17	6.4	19	7.1	100.0
<b>A pedestrian-oriented environment</b>	<b>257</b>	<b>96.3</b>	6	2.2	3	1.1	99.6
Abundant parking	215	80.5	17	6.4	35	13.1	100.0
Well-preserved neighbourhoods	237	88.8	23	8.6	7	2.6	100.0
Distinctive architecture	226	84.6	26	9.7	14	5.2	99.6
Availability of social services	173	64.8	52	19.5	40	15.0	99.3
Civic events	243	91.0	14	5.2	8	3.0	99.3
Active retail scene	254	95.1	9	3.4	3	1.1	99.6
Climate	128	47.9	80	30.0	58	21.7	99.6
Educational Establishments (i.e. university)	199	74.5	39	14.6	25	9.4	98.5
Employment	249	93.3	10	3.7	6	2.2	99.3
Tourist activities	221	82.8	25	9.4	20	7.5	99.6
Frequent Transit	231	86.5	24	9.0	10	3.7	99.3
Cultural activities	244	91.4	15	5.6	5	1.9	98.9
Public sector presence (e.g. state capital provincial legislature hospital)	202	75.7	34	12.7	28	10.5	98.9
People on Sidewalks	244	91.4	17	6.4	4	1.5	99.3
Historical character	224	83.9	29	10.9	11	4.1	98.9
<b>Presence of retail mall</b>	66	24.7	57	21.3	<b>104</b>	<b>39.0</b>	<b>85.0</b>
Green space	232	86.9	24	9.0	9	3.4	99.3
Street-oriented retail	245	91.8	12	4.5	7	2.6	98.9
Total Respondents	267	100.0					
(Skipped this question)	3						

### 6.1.1. Most Important Factors

Downtowns were further examined when the total sample was questioned about what factor they believed to be most serious and why they thought so. Although “pedestrian-oriented environments” was selected earlier as the most important factor, the priority changed somewhat. As illustrated in Table 6.1.1, 86 respondents (35.0%) cited “**high density residential development**” as the most important followed by “**pedestrian-oriented environment**” [64 (26.0%)], “**educational establishments**” [47 (19.1%)], “**active retail scene**” [26 (10.6%)], and “**public sector presence**” (12 (4.9%)).

**Table 6.1.1.** Most and Least Important Factors to Downtown

	Most Important		Least important	
	Respondents	%	Respondents	%
<b>High-density residential development</b>	<b>86</b>	<b>35.0</b>	6	2.5
A pedestrian-oriented environment	64	26.0		0.0
Abundant parking	8	3.3	48	19.8
Distinctive architecture		0.0		0.0
Availability of social services		0.0	23	9.5
Civic events		0.0		0.0
Active retail scene	26	10.6		0.0
Climate		0.0	32	13.2
Educational Establishments (i.e. university)	47	19.1	5	2.1
Employment		0.0		0.0
Tourist activities		0.0		0.0
Frequent Transit		0.0		0.0
Cultural activities		0.0		0.0
Public sector presence (e.g. state capital, provincial legislature, hospital)	12	4.9	12	4.9
People on sidewalks		0.0		0.0
Historical character		0.0		0.0
<b>Presence of retail mall</b>		0.0	<b>117</b>	<b>48.1</b>
Green Space		0.0		0.0
Street-oriented retail		0.0		0.0
All factors	3	1.2		0.0
<b>Total</b>	<b>246</b>	<b>100.0</b>	<b>243</b>	<b>100.0</b>



**Figure 6a: Active Retail Scene (10.6%)**

**Source:** Lederer, J. November 8, 2004 (State College, Pennsylvania)



**Figure 6b: Pedestrian-Oriented Environment (26%)**

**Source:** Lederer, J. December 22, 2006 (Charlottesville, Virginia)



**Figure 6c: Presence of Educational Establishments (19.1%)**

**Source:** Lederer, J. November 8, 2004 (Savannah, Georgia)



Source: Lederer, J. November 10, 2004  
(Chattanooga, Tennessee)

Figure 6d: High Density Residential  
Development (35%)



Source: Filion, P. July 25, 2005 (Ann Arbor, Michigan)



Figure 6e: Public Sector Presence (4.9%)

Source: [http://www.doa.state.wi.us/pagesubtext\\_detail.asp?linksubcatid=326](http://www.doa.state.wi.us/pagesubtext_detail.asp?linksubcatid=326),  
accessed on August 29, 2006 (Madison, Wisconsin)

Some participants [3(1.2%)], however, could not choose just one factor because they felt many were interrelated and worked together to create active downtowns:

*“It is difficult to select only one factor as many of them are interrelated and I'm not sure that a single factor can achieve. For the last six years, the City of Cambridge has undertaken a multi-faceted core areas revitalization program. The City suffered the typical problems of traditional core areas. Our strategy was to introduce a new sustainable feature into Downtown Cambridge. We have been successful in attracting the School of Architecture from the University of Waterloo. It has been a catalyst for new employment, attracted new residents, created activity on the street, attracted other investment and attracted other people to use the core. It is also the right scale for the City. It is provided a venue for community events and because of the co-op program there is year round activity.”*

Likewise, eight of the 22 participants from the telephone interview felt that factors were not only interrelated but also dependent on the type of development adopted by a particular downtown:

*“This is a very difficult question to answer as many of these factors are inter-related to one another. For example, abundant parking may be viewed as the most important, however, if high-density residential development and a more pedestrian-oriented environment evolved, parking may be less of an issue. Also, without an active retail scene, parking would be less of an issue as the existing lots would be empty”(CR).*

While some participants could not decide on an important factor, the majority of them [86 (35.0%)] did indicate “**high-density residential development.**” The primary reason given related to the “24 hour city” that helps promotes full-time living neighbourhoods rather than daytime commercial activity (i.e. Monday to Friday, 8:30 to 4:30 pm):

*“If people don't live in the downtown core, it is next to impossible to build a sustainable downtown with arts, culture, restaurants and unique retail shops. High-residential development provides a population base to support retail and other commercial establishments particularly after 5:00 pm”; and*

*“Without the 'heads in beds', a full-service 24-hour city is not possible. High-density residential development, because it would help to 'balance-out' over the 24/7 clock the daytime occupancy/activity of the geared-to-evening-entertainment orientation of our downtown.”*

In addition to the “24-hour concept”, participants also felt that high-density residential developments promoted safety and market activity:

*“These new downtown residents brings more “eyes to the street” that encourage safety and awareness as well as supports a critical mass to expand the market for existing retailers and restaurateurs.”*

During a telephone interview, three university representatives also mentioned residential development because it filled a market niche for young urban professionals and “empty nesters” who wanted to live close to downtown amenities:

*“It is the missing variable to have a sustainable, vibrant downtown. We have the state capital, state government buildings, office space, retail, and the nearby research university down the street. Up to 10 years ago, we had very little residential. However, during the last five years, high-rise condominium developments have emerged where vacant retail existed that opened market activity beyond the normal workday” (UR).*

Sixty-four (26.0%) respondents also cited “**pedestrian-oriented environment**” as the most important factor in downtown revitalization because such environments “help breathe life in the downtown” promoting feelings of safety and a “sense of place” that is unique and different from other urban and suburban experiences:

*“Pedestrian-oriented environments are the best way to promote people-friendliness in downtown. It promotes active living, engages people with their environment and those they live and work with. If you have established this type of environment then such things as personal security are of no concern. This environment connotes a place that is safe and accessible both physically and socially. If people feel comfortable walking in the downtown, they will patronize the businesses as well as partake in the public space activity”; and*

*“This is what distinguishes downtowns from other urban environments. Downtowns should be urban spaces with a human scale where people are comfortable walking. It distinguishes the downtown/traditional commercial area from other forms of retailing space/forms and from other types of places in the community – it is really all about a sense of place.”*

While five (2.1%) of 243 respondents indicated that the “**presence of educational establishment**” was least important to sustaining downtowns due to matters relating to isolation and tax exemption, 47 (19.1%) participants did rank universities as the most important factor because of their ability to create synergy amongst economic, social, and cultural activities:

*“University presence. Within our downtown, it provides a number of opportunities with retailing, housing - bring a synergetic environment to our downtown. I think a presence of a university offers unique cultural opportunities for downtowns as they can plan around student and staff lifestyles which can bring a number of services to downtown.”*

In addition to the web-survey participants, six telephone interviewees also believed in the importance of social, economic, and cultural elements that universities generate in downtowns, as articulated by one of the university representatives:

*"I feel that educational establishments greatly improve the social quality and cultural atmosphere of a downtown. It brings not only students but also other people to the downtown outside the typical 9 to 5 hours. As well, in addition to bringing students, universities are large (stable) employers that provide a major economic engine in the downtown. This engine is a multiplier for other economic activity such as service and retail"(CR).*

Twenty-six (10.6%) participants also cited "***an active retail scene***" as very important to the downtown because it "gives a sense of successful economic and development activity." More specifically, they explained that such retail scenes promote more opportunities to enjoy services offered in downtown throughout the day and night:

*"Active retail scene is the most important, assuming that also includes food & beverage, especially bars and night clubs. Together, these establishments keep the downtown alive 24 hours a day and provide services to the embedded, office, institutional and residential sectors of downtown, adjacent neighbourhoods and the surrounding region."*

However, some individuals cautioned that retailing must support the needs of local residents and downtown employees to maintain a lively and active environment:

*"This type of retail is what people in this community view as evidence of vital downtown. Of course, this requires residents and workers in the area for core support. Downtown needs to supply things that people need, in addition to amenities like cultural activities and specialty shops. A slow retail downtown yields a downtown that is either dying or has died."*

A community representative from the telephone interview also cited retailing as important to the downtown but felt it needed to be marketed as a destination to attract shoppers:

*"In order to bring people into the downtown, they need a destination. An active retail scene draws shoppers to the downtown area. Downtown areas that have a plethora of civic functions, but little retail activity, only have a captive audience of potential consumers for the short time period that they are downtown to take care of civic business" (CR).*

### **6.1.2. Least Important Factors**

While 12 (4.9%) of 243 respondents felt that "***the presence of public sector***" is an important factor because of employment creation and related spin-off services: "Our city is the county seat, with city and county government accounting for a few thousand employees downtown that attract related services such as legal firms", another 12 (4.9%) participants felt it was least important due to increased parking requirements associated with this sector. Table 6.1.1 presents the distribution of responses of the least important factors to downtowns from 243 participants. The reasons behind their selections are further explained below.

One hundred and seventeen (48.1%) respondents felt that **“the presence of retail malls”** was not conducive to the downtown for the following main reasons:

i) removing pedestrian-oriented environments having street-retailing activities [44]:

*“There is a retail mall that is, constructively, being turned to other uses. The mall was in many ways detrimental to the downtown (for example, it took people off the streets, could not compete with similar establishments in the suburbs, and did not have sufficient parking.)”;*

*“Downtown retail malls, in my opinion, defy the basic tenets of main street retailing. In historic downtowns, outdoor malls closed to vehicular traffic ignore the basic urban design function of the street by removing the vehicle from the equation. Look at any historic photo of most North American downtowns, and the horse and buggy or early automobile is nearly always present. The typical downtown street was designed to accommodate this function, and most retail storefronts were designed on a scale to acknowledge street level vehicular movement. Remove it from the equation and the retailer loses a critical venue of exposure to their customer base. Regarding the indoor retail mall in a downtown area, by moving street level pedestrian activity indoors, the result can be a loss of synergy on the street that provides a downtown with its sense of bustle and safety”; and*

*“The few successful retail establishments in the downtown are accessed directly from the street and are not grouped in a mall setting. For future development, the mall setting is something we hope to avoid having instead individual street-oriented establishments to enhance street life. Downtown malls have been notoriously unsuccessful, except in very large markets. Retailing that is oriented toward interior space rather than toward streets/sidewalks works against principle of generating activity along those streets/sidewalks.”*

ii) not supporting the historic charm and atmosphere [30]:

*“Presence of a retail mall does not add to the historic character of downtown/neighbourhood. It detracts from 'village' feel that is so important to a good downtown and downtown living”*

*“Been there, done that. Evolution of retailing is way from mall formats and downtown malls have proven to be unsuccessful in most mid-size jurisdictions to date. There are better retail alternatives”; and*

*“Presence of retail mall is least important because we have a traditional downtown that features street level retail and mixed use. The mall environment removes the artery preventing traffic from passing through and essentially creating dead space.”*

iii) emulating and competing with suburban development that results in high vacancy rates for business and further alienation to street-level activity [21]:

*“We have one and it has not been very successful. It has a high vacancy rate and cannot compete well with the suburban mall and shopping areas.” I think the presence of a mall takes away from the vitality of a downtown. If you want to shop at the mall then you should head into the suburbs where there is excess parking. Unique street side shops that illustrate character are far more attractive than a 'suburb' mall type environment”; and*

*“Retail Malls are more for suburban development - many of this was tried in downtowns with disastrous outcomes. Leave these malls for the suburbs and allow the downtown to be distinct and pedestrian oriented. Clearly a retail mall is least important because it is often a negative factor in the health of a core area.”*

iv) not maintaining uniqueness of and opportunities for niche markets [15]:

*“The presence of a retail mall is considered the least important. Our community's retail sector is expanding on the outer transportation rings with large shopping center developments. Our downtown is marketed for niche services and specialty stores. The downtown benefits from this practice because it maintains the desired uniqueness in the center of our community”;*

*“We don't have a retail mall downtown (nearest is 1 mile away) & so we have had to adapt our downtown strategies to the fact that a downtown mall, and much of the retail which typically follows a mall, is not a possibility. This may be a blessing in disguise, as not having a downtown mall has allowed much of our original downtown fabric to remain in place”; and*

*“The mall really serves one type of clientele, and a traditional downtown serves another. Convenience is the most important things for mall shoppers. Unique goods and quality service (i.e. niche markets) is what matters most to downtown shoppers.”*

Many respondents [48 (19.8%)] also thought that **“the availability of parking”** was unimportant because they felt it deters pedestrian-oriented activities and supports a “suburban style” of development that are both not in keeping with downtown environments:

*“We have plenty of unused parking. Though it will be needed as densities and activity increase, the perception that there will be a parking problem tends to stall projects. There needs to be more improvements to parking such as parking meters distributed throughout, and underground parking associated with some developments. However, abundant parking conjures up images of hideous parkades and sprawling lots that deter pedestrian-oriented activities. Creative parking solutions are much more desirable”; and*

*“Pedestrians create a much more lively and human environment than cars that are simply parked in the downtown. The lack of parking is an excuse for why downtowns don't perform well. Providing 'abundant parking' makes it just like the suburbs. Making it like the suburbs is a non-starter, you can never win this one because downtown can never be the suburbs. Abundant parking implies a reliance on the automobile. This is unsustainable.”*

Following parking, 32 (13.2%) respondents cited **“climate”** as the least important. They understood that “while there is nothing that can be done about climate, planning and design are required to adapt to unfavourable weather conditions” to help sustain downtown activity through the provision of services and products:

*“We have a vibrant downtown in an upper Midwest climate, which is full of pedestrians all times of the year. If the downtown is designed well and attractive enough, people will come out year round except in the most unfavourable weather conditions. A good downtown will adapt to its climate”; and*

*“As the heart of a community, downtowns are ideally the most walkable and densely developed area that are both factors in minimizing the impact of climate. The key is to adapt and build on positives we face with our climate, whether it is taking advantage of winter activities or having a year-round outdoor farmer's market. Our city has a wide variety of weather conditions, none of which seem to deter people from coming to the downtown to shop and do business. Although poor weather definitely limits pedestrian traffic, people still come to the downtown during bad weather.*

*People are going to frequent the downtown based on the services and products available, not the weather conditions.”*

Finally, 23 (9.5%) participants selected the **“availability of social services”** as the least important providing reasons such as insularity, incompatibility, and negative perceptions it brings to downtown image:

*“Social services only serve themselves and do not interact much with the outside environments. Many of the services we have are very insular and cater only to their clients and employees. The bulk of our population is outside the downtown area; these services need to be in the areas where people can more readily access them”;*

*“Social services need to be in areas close to those who need it which may or may not be downtown and some services may have externalities that are incompatible with other retail and consumer uses and could have a negative effect on downtown image. A very visible presence of social services would create a negative perception about the economic health of the downtown”;* and

*“I think social services create a mecca of other problems because they attract undesirables to the downtown fuelling issues of safety. A concentration of social services in a small downtown creates problems such as crime, gang and race-related activities, panhandling, etc. They tend to attract undesirables that do not mix well with our retail and consumer experience. Concentrating them in a downtown also attracts transients and homeless people in the downtown.”*

### **6.1.3. Downtown Revitalization**

Participants were also presented with a number of statements related to downtown (see Table 6.1.3a). These statements also encapsulated the main goals of downtown revitalization strategies that had been identified earlier in the literature review (Birch 2002, Filion et al., 2004; Filion, 2006; Leinberger, 2005; Robertson, 1995, 2003; Wells, 2004). As illustrated in this table, all agreed [264 (100%)] that the **“physical downtown must have an environment that is of character and quality”** followed by **“downtowns being clean and safe”** [263 (99.6%)], **“leadership”** [259 (98.1%)], **“collaborative partnerships”** [257 (97.3%)], and **“design – compact and legible places”** [252 (95.5%)].

Statements about **“educational/institutions presence”** generated a response rate of 70.8% [187] followed by **“downtowns must include catalyst projects”** [183 (69.3%)], and **“investment of home ownership”** [177 (67.0%)]. Based on these results, it is clear that design, planning, and development of downtowns require leadership and partnerships to help implement strategies for downtown revitalization.

**Table 6.1.3a** Number of Participants Who Agreed/Disagreed with Statements about Downtown

	Agree	%	Disagree	%	Response Total
<b>The physical downtown environment must be of character and quality so that people want to visit and live there.</b>	<b>264</b>	<b>100.0</b>	0	0.0	264
Downtowns must include catalyst projects that promote multi-functional activities (e.g. commercial/retail tourist residential and service-based).	183	69.3	81	30.7	264
Downtown must include some type of institutional /educational presence.	187	70.8	77	29.2	264
The provision of automobile parking is important to the downtown.	231	87.5	33	12.5	264
Downtown residences must offer an investment of home ownership.	177	67.0	87	33.0	264
Downtown must be a political and business priority.	242	91.7	22	8.3	264
Downtown must be legible compact accessible and well defined that encourage pedestrian-based activity.	252	95.5	12	4.5	264
Downtowns must capitalize on local amenities and services focusing on niche markets.	224	84.8	40	15.2	264
Downtown must be clean and safe.	263	99.6	1	0.4	264
Downtowns must preserve and reuse old building.	219	83.0	45	17.0	264
Viable residential neighbourhoods must surround the downtown.	232	87.9	32	12.1	264
The planning and development of downtown requires collaborative partnerships.	257	97.3	7	2.7	264
Leadership is essential to a downtown's growth and development.	259	98.1	5	1.9	264
Planning and developing downtowns is never done.	232	87.9	32	12.1	264
Total Respondents	264				
(Skipped this question)	6				

To further qualify these responses, respondents were asked to select the most and least important statement along with an explanation (see Table 6.1.3b). When asked to select the most important statement that related to the downtown, 10 (4.3%) participants could not decide on one particular factor as they felt all must work together to produce synergistic activities and multi-functional uses:

*“Depends on the function of the downtown. For smaller downtowns, the most important factor is that Downtowns must capitalize on local amenities and services focusing on niche markets. The function of most downtowns has changed dramatically since the mass introduction and use of the automobile. The smaller downtowns no longer serve the Central Business District function and have become more retail and entertainment oriented. Particularly in competition with retail malls and centres, these downtowns are currently relying more on niche marketing attraction campaigns. Product (or in this case Place) differentiation from the retail malls and centres are very important.”*

**Table 6.1.3b.** The Most and Least Important Downtown Statements

	Most Important		Least important	
	Respondents	%	Respondents	%
All statements	10	4.3	0	0.0
<b>Leadership is essential to a downtown's growth and development.</b>	<b>52</b>	<b>22.2</b>	0	0.0
The planning and development of downtown requires collaborative partnerships.	43	18.4	0	0.0
The physical downtown environment must be of character and quality so that people want to visit and live there.	36	15.4	0	0.0
Downtown must be a political and business priority.	14	6.0	13	6.0
Downtown must be clean and safe.	16	6.8	0	0.0
Downtowns must include catalyst projects that promote multi-functional activities (e.g. commercial/retail tourist residential and service-based).	12	5.1	45	20.8
Planning and developing downtowns is never done.	10	4.3	0	0.0
Downtown must be legible compact accessible and well defined that encourage pedestrian-based activity.	10	4.3	0	0.0
Downtown must include some type of institutional /educational presence.	5	2.1	50	23.1
<b>The provision of automobile parking is important to the downtown.</b>	5	2.1	<b>88</b>	<b>40.7</b>
Viable residential neighbourhoods must surround the downtown.	5	2.1	9	4.2
Downtowns must preserve and reuse old building.	3	1.3	5	2.3
Viable residential neighbourhoods must surround the downtown.	6	2.6	2	0.9
Downtowns must capitalize on local amenities and services focusing on niche markets.	7	3.0	4	1.9
<b>Total</b>	<b>234</b>	<b>100.0</b>	<b>216</b>	<b>100.0</b>

Fifty-two (22.2%) participants, however, did feel that **“leadership”** is the most essential ingredient to a successful recipe for a downtown’s growth and development. The primary reasons include being able to mobilize resources and capital, providing vision to downtown growth and plans, and understanding the players and processes of the downtown:

*“I believe that leadership is essential to a downtown's growth and development. It is crucial that the local government in partnership with businesses and other entities work together to revitalize downtowns. The successful revitalization of a downtown takes leadership in order to plan for growth and change as well as mobilize resources. The political and business leadership must say 'this is going to happen' as it is a direct correlation to the vitality of our downtown;*

*“Our downtown has many different players, individuals and organizations in the public and private sector and it is physically the most complicated part of any city. Solutions to successful downtowns require strong leaders -- setting goals and driving to achieve them, and working in partnership with other leaders working on complimentary goals. We always need strong leaders that can move our plans along and help us to improve the downtown”; and*

*“Without individuals with a vision on what the development can look like and determining a means of how it is to be done, it won't be done. Should also have an economic function as well. There needs to be a champion for the downtown just as there are champions for the malls and other parts of the community. Without leadership and the vision that goes with the leadership, a downtown will never achieve its full potential. The business and political leadership must recognize the downtown as the heart of the community and vital to the whole community's success. Suburban development is relatively easy and cheaper. Downtown development is hard work, usually requiring redevelopment and always requiring vision.”*

With leadership in the forefront, **“collaborative partnerships for the planning and development of downtown”** were also considered important as supported by 43 (18.4%) participants. Such partnerships were thought to be integral in ensuring that planning initiatives involve a wide range of interests and community reflection: *“Partnerships need to provide confidence and leadership to other developers and the community that a sound opportunity exists -- having a clear vision and action plan for downtown is key to developing a viable downtown for diverse parties.”* In addition, it was believed that such partnerships must include a number of stakeholders (i.e. businesses, residents, and government) to pursue downtown development -- without partnerships, planning just becomes a collection of individual actions:

*“Everyone owns the city, neighbourhood, and street, therefore, everyone needs to be involved in planning. We need change our mind-set to one in which we understand that the issues are not just 'downtown issues' but they are 'community issues' that we need to collaborate on.”*

With respect to universities, partnerships were also considered important to meeting the challenges of downtown and planning cannot be done in isolation:

*“Our downtown's success is the result of collaboration by city and university. All need to lead to get the support needed for critical mass. Development is usually more challenging in a downtown -- therefore partnerships are more important in a downtown than anywhere else. It is ridiculous to think that planners have all the answers.”*

Rounding off the top three important factors of importance, 36 (15.4%) participants cited **“the character and quality of the downtown”** as the most important factor. They believed a physical setting must adapt and generate a kind of retail and residential activity making a viable downtown and a memorable destination:

*“If the downtown area does not adapt with the cultural and generation changes it cannot survive. This is especially true in a University town where every year a large portion of the population is a year younger. A stagnant downtown will not be inviting to the students or their families. These are the people who will use it the most.”*

While adaptation was important, destination was also believed to be key as well:

*“An urban life style is a choice based mostly on impressions. If people aren't attracted to and comfortable in downtown settings they won't come and won't support downtown initiatives. Downtown must be a desirable destination. No program will help to create a vibrant downtown unless it is a place that people and businesses want to go. If no one wants to visit or live there, the downtown will die.”*

Likewise, physical setting for a downtown needs to create a memorable experience:

*“Physical characteristics are important as we must preserve our past and ensure that future generations remember what is and what was there. We need to readapt these uses to celebrate them and ensure that they are memorable. A quality planned physical environment is the base for downtown redevelopment. High-quality physical elements will foster social interaction and pedestrian activity. Physical space must exist such that the quality promotes safety, encourages growth, and allows pedestrian activities.”*

While some participants [5] felt that **“availability of parking”** was important because *“most people who visit a mid-size downtown will come from outlying areas and need to park”*, 88 (40.7%) of 216 respondents felt it was not. They believed that there is a public misperception about parking availability and that any parking development competes with pedestrian-based activity and is more appropriate to suburban-type environments:

*“People's perception is always wrong with respect to parking; they think there is never enough but they are often wrong. If you can walk to your services and other businesses, parking is not in as high demand. We found that the majority of people visiting our downtown have come by foot or by public transit. Parking needs to take a back seat – it is more a suburban type of development.”*

*“Automobile parking competes directly with pedestrian-based activity. We must promote pedestrian-based activity so that downtowns remain unique. Assuming that transit and the location of amenities is effectively handled, provision of larger amounts of parking seems least important - although people need to be persuaded that alternatives to private car transit are viable. We need to figure out a way to have fewer cars in the downtown and to encourage people to use public transit and taxis.”*

*“The provision of parking is important to a degree but it does not have to be to the level of suburban housing and shopping centres (5 parking spaces per suburban house and an available spot ten meters from the door of the Canadian Tire store or Future Shop 365 days a year). If there are food stores within walking distance of downtown houses, bike paths and good transit people living in a city centre can survive quite well.”*

Although a small number [5 (2.1%)] selected **“the presence of institutional (educational) establishments”** because they helped their downtowns by “offering unique retail and services, promoting the 24 hour environment, and contributing services conducive to student lifestyles”, many others [50 (23.1%)] felt that the presence of educational institutions was

“unnecessary” because the success of downtowns hinges on many other factors such as reliable transit, cultural establishments, and a solid employment base:

*“I don’t believe that downtowns need a university in their immediate area but should be somewhat in close proximity. The fact that cultural and civic activities are accessible in downtowns feeds the educational climate of the area. Universities, although important to a community, do not need to be downtown, unless it becomes the anchor for a downtown area”;* and

*“Downtowns do not need to include an educational presence, but it is often helpful. An educational presence automatically provides a known population base that can be built upon, but the absence of a college or university is not essential to downtown development.”*

For the most part, **“catalyst projects”** were considered a detriment to downtown because of isolated characteristics associated with them: *“Catalyst projects are done in isolation and have no regard for the surrounding downtown activity -- they usually infer a lot of money spent on one particular project where their economic spin-offs are hard to monitor and always over estimated.”* For such reasons, 45 (20.8%) participants did not only feel that such projects were the least important due to issues not only relating to isolation but believed they were one-dimensional/single use and involved large capital commitment/investment:

*“Catalyst projects -- downtowns should be vital places because of organically nurtured projects and initiatives. The quiriness of downtowns in important to retain them as vibrant places in community - an eclectic mix of stores, restaurants, public spaces, etc. should be encouraged and supported. For our downtown, the biggest is the university itself, but others have included a civic center, a new provision for mixed use, and beautification/infrastructure enhancements. A lot needs to happen to build a successful downtown and any success is hinged on a catalyst project is one-dimensional.”*

To conclude this section, participants were asked to identify a mid-size city that they felt exemplified a successful downtown. For the sake of brevity, the top 10 cities are listed below in Table 6.1.3c and a complete list can be found in Appendix E.

**Table 6.1.3c.** Cities Identified as having the Most Successful Downtowns

Rank	City	State/Province	Frequency	%
1	Madison	Wisconsin	22	9.0
2	Asheville	North Carolina	20	8.2
3	Athens	Georgia	18	7.3
4	Kingston	Ontario	16	6.5
5	Savannah	Georgia	15	6.1
6	Chattanooga	Tennessee	14	5.7
7	Halifax	Nova Scotia	13	5.3
8	Victoria	British Columbia	12	4.9
9	Ann Arbor	Michigan	11	4.5
10	Burlington	Vermont	10	4.1



Figure 6f: Burlington, Vermont

Source: <http://www.planetware.com/picture/burlington-us-vt017.htm>, accessed on August 12, 2006



Figure 6g: Savannah Historic Square, Savannah, Georgia



Figure 6i: Victoria, British Columbia

Source: [http://www.victoria.ca/visitors/about\\_viewsharbour.shtml](http://www.victoria.ca/visitors/about_viewsharbour.shtml), accessed on August 13, 2006

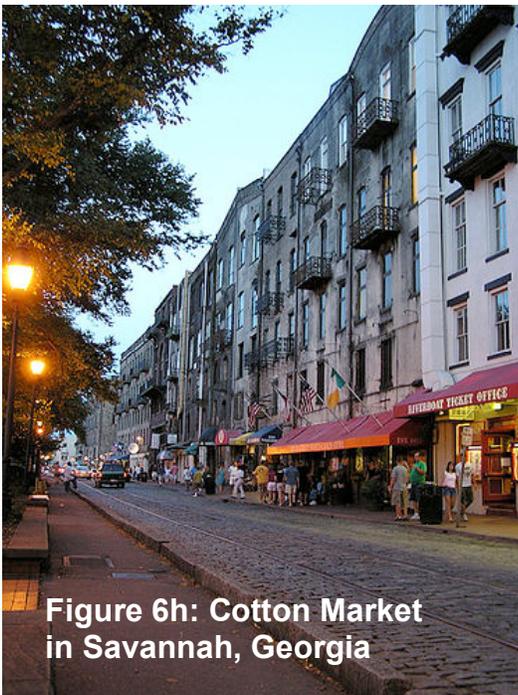


Figure 6h: Cotton Market in Savannah, Georgia

Source: <http://travel.yahoo.com/p-travelguide-191501915>, accessed on August 14, 2006



Figure 6j: Ann Arbor, Michigan

Source: <http://www.eecs.umich.edu/~bnousain/picgallery>, accessed on August 22, 2006



Figure 6k: Madison, Wisconsin

Source: <http://www.danecountyrealty.com>, accessed August 8, 2006

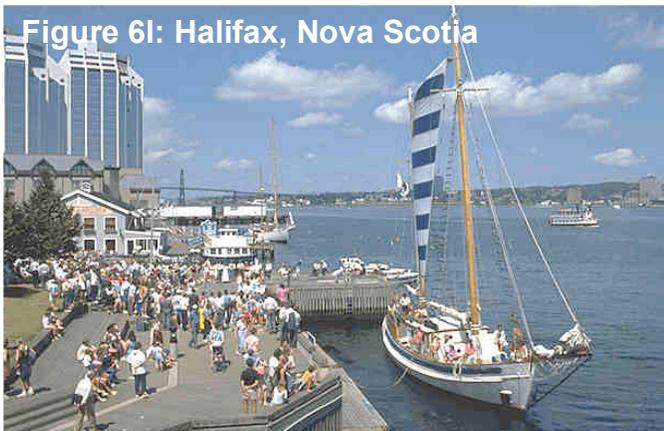


Figure 6l: Halifax, Nova Scotia

Source: <http://www.tripsource.com>, accessed on August 15, 2006



Figure 5m: Chattanooga, Tennessee



Source: [http://travel.yahoo.com/p-travelguide-479361-action-pictures-chattanooga\\_vacations-j](http://travel.yahoo.com/p-travelguide-479361-action-pictures-chattanooga_vacations-j), accessed on August 8, 2006



Figure 6n: Asheville, North Carolina

Source: [http://www.citizenimes.com/advertising/images/introduction\\_city.jpg](http://www.citizenimes.com/advertising/images/introduction_city.jpg), accessed on August 23, 2006



Figure 6o: Athens, Georgia

Source: <http://cooltownstudio.com>, accessed June 8, 2005

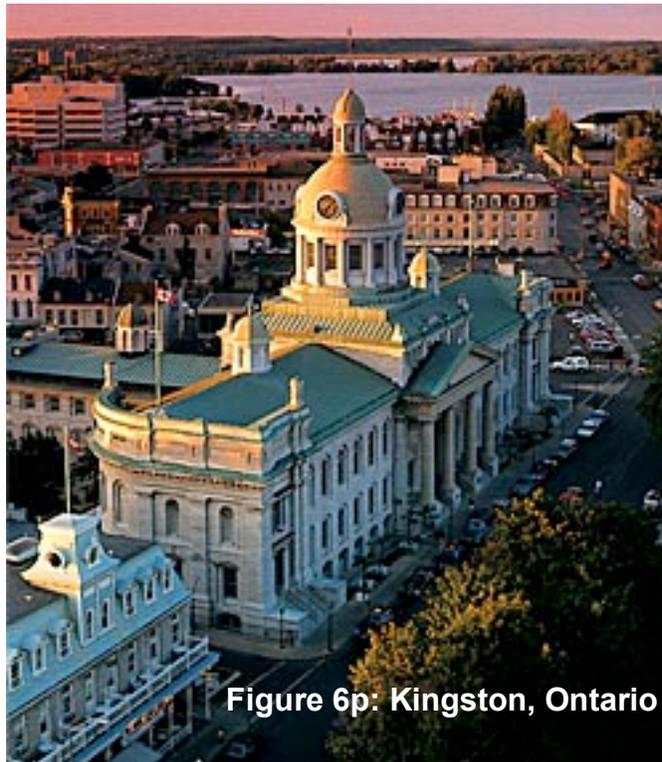


Figure 6p: Kingston, Ontario

Source: [www.educ.queensu.ca/about/index.shtml](http://www.educ.queensu.ca/about/index.shtml), accessed on February 22, 2006

Not surprisingly, the success of these downtowns shared common elements such as high levels of pedestrian activity, a university or hospital in or in close proximity to downtown, strong tourist or visitor orientation, a well-preserved historical district, attractive natural features (e.g. a waterfront), and the presence of cultural activities (Birch, 2002; Brown, 2004; Filion *et al.*, 2004, Filion, 2006; Leinberger, 2005; Robertson, 1995, 1997; Wells, 2004; Zacharias, 2001). In addition, 6 of the 10 cities listed have a university within or in close proximity to the downtown.

## 6.2. Roles of Universities

Section 2 of the questionnaire focused on eliciting ideas regarding the roles of universities with respect to the downtown. Questions were geared to help identify the location of a university in a community, its size, as well as its proximity to the downtown. Additional questions touched upon the roles of university in the community with a gradual focus to downtown. Respondents were first asked to indicate the presence of a university in their community and 226 (83.1%) respondents indicated that one was located in or close by.

Table 6.2 illustrates the distribution of responses [n=230] relating to the size and location of universities in the sample population. The largest number of participants [63 (27.4%)] indicated a university population of **“20,000 and over”** followed by **“15,000 to 19,999”** [49 (21.3%)] and **“1,000 to 4,999”** [41 (17.8%)]. A cross-tabulation of size and distance revealed that the larger universities (over 20,000) were located at least 3 km (1.8 miles) away from the downtown whereas the smaller universities (under 10,000) were located in close proximity to the downtown.

**Table 6.2.** Cross Tabulation Using Distance and Population Size of University

	Less than 1000	1000- 4999	5000- 9999	10000- 14999	15000- 19999	Over 20000	Total
Location in Downtown	4	8	4	3	2	5	<b>26</b>
Under 1 km (under 0.6 miles)	10	13	11	6	8	3	<b>51</b>
<b>1 to 2.9 km (0.6 to 1.74 miles)</b>	<b>1</b>	<b>7</b>	<b>4</b>	<b>3</b>	<b>11</b>	<b>31</b>	<b>57</b>
3 to 5 km (1.8 to 3 miles)	1	3	3	4	12	9	<b>32</b>
Greater than 5 km (greater than 3 miles)	2	10	8	13	16	15	<b>64</b>
<b>Total</b>	<b>18</b>	<b>41</b>	<b>30</b>	<b>29</b>	<b>49</b>	<b>63</b>	<b>230</b>

### 6.2.1. Universities' Contribution to their Host Community

Using a series of statements, respondents were then asked to select what they felt was the most important contribution made by the university to their host community (Table 6.2.1a). Of those participants who responded [226], the majority [181 (80.1%)] selected **“university expenditures and spending...”** as the most important contribution followed by **“students contributions to the local economy...”** [167(73.9%)] and **“the creation of indirect employment...”** [155 (68.6%)]. When asked which ones they felt were most important, respondent’s answered varied slightly. Fifty-two (27.7%) of those participants who responded [188] indicated that **“university expenditures and spending to the local economy”** were still the most important (see Table 6.2.1b).

**Table 6.2.1a.** Degree of Importance of University Contribution to their Host Community

	Response Total	%
<b>University expenditures and spending (e.g. taxes, renovation/construction, supplies, payroll, goods and services, and scholarships) help stimulate regional demands for goods and services, labour and capital.</b>	<b>181</b>	<b>80.1</b>
Creation of indirect employment opportunities as a result of the university-related activities and services.	155	68.6
Student contributions to the local economy with respect to enrolment, tuition, rent, groceries, books, and supplies.	167	73.9
Spin off retail services from generated-based student activity (i.e. restaurants, night clubs, clothing stores, bookstores).	129	57.1
Developing real estate and facilities.	79	35.0
Provision and maintenance of a highly skilled work force.	135	59.7
Faculty contribution to community-based research and outreach.	121	53.5
Provision of knowledge and training to students (human capital investment) and expertise.	138	61.1
Increase the productivity and competitiveness of existing business in the local or regional area.	83	36.7
Attraction of business and investment to the region that seek to access trained labour, expertise, and facilities.	135	59.7
Unique Architecture and facilities.	75	33.2
Provision of university services (i.e. labs, libraries, museums, and lecture halls).	127	56.2
Other (please specify)	44	19.5
Total Respondents	226	
(Skipped this question)	44	

**Table 6.2.1b.** The Most Important Contribution made by a University to a host Community

Contributions	Most Important	
	Respondents	%
<b>University expenditures and spending (e.g. taxes, renovation/construction, supplies, payroll, goods and services, and scholarships) help stimulate regional demands for goods and services, labour and capital.</b>	<b>52</b>	<b>27.7</b>
Creation of indirect employment opportunities as a result of the university-related activities and services.	19	10.1
Student contributions to the local economy with respect to enrolment, tuition, rent, groceries, books, and supplies.	17	9.0
Spin off retail services from generated-based student activity (i.e. restaurants, night clubs, clothing stores, bookstores).	12	6.4
Developing real estate and facilities.	2	1.1
Provision and maintenance of a highly skilled work force.	1	0.5
Faculty contribution to community-based research and outreach.	5	2.7
Provision of knowledge and training to students (human capital investment) and expertise.	46	24.5
Increase the productivity and competitiveness of existing business in the local or regional area.	2	1.1
Attraction of business and investment to the region that seek to access trained labour, expertise, and facilities.	25	13.3
Unique Architecture and facilities.	5	2.7
Provision of university services (i.e. labs, libraries, museums, and lecture halls).	2	1.1
<b>Total</b>	<b>188</b>	<b>100.0</b>

They felt that such activity primarily stimulated local economic development through multiplier effects and revenue generation:

*“The University, historically and economically, is much of the reason the community has grown and has remained economically strong. Expenditures drive the local economy and the university is the leading sector. It’s a huge enterprise with a diverse workforce; the multiplier effects are profound. The university is the largest employer and most of the students work at this university. University-related indirect employment and sports-related tourism drive much of our community’s goods and service industry. Overall, the university’s expenditures on their facilities and operations provide tremendous stability to the local economy.”*

While the university lends to economic stability, specific examples of its impact on the downtown were provided also to illustrate the magnitude of such economic activity:

*“The University of Notre Dame is the County’s largest employer and provides hundreds of jobs in a variety of sectors within the community. It creates a market for many of the amenities we have in our downtown. The University represents stable high paying jobs and a large student population that result in a significant infusion into the local economy.”*

These expenditures were also capsulated through building activity that created employment as well as varsity sports-related activities generating millions of dollars to the downtown:

*“When the university put a moratorium on building construction due to a drop in the value of its endowment following Sept 11, 2001, the local construction industry lost several hundred jobs. Once the moratorium ended, construction, hundreds of jobs were again created. Also, the university generates as much as \$7 million dollars of retail/commercial business on the weekend whenever the football team plays at home.”*

Just as economic activity was considered the most important, the next important contribution as selected by 46 (24.5%) participants was the **“provision of knowledge and training of students”** for reasons relating to university missions and competitive advantage for local economy and industry:

*“Turning out graduates that fit the type of industry niche of the area is one of our goals at our university. Ultimately, we provide additional training for the community that meets a huge need in our community. I think the student contributions to the community are invaluable for both the city and the development of the 'whole' student -- it is the reason that the university exists”;*

*“In the 'knowledge economy', it is a tremendous advantage to have a high percentage of college graduates in Lincoln. Our university is the city's largest employer providing stable and higher-income jobs and importing student spending on local goods and services”;* and

*“Over the long run, this is the benefit that continues to accrue to the community year after year after year, as the former students provide the trained workforce needed and evolve into the business and community leaders essential to continued growth, prosperity and well-being of the community.”*

The **“attraction of business and investment”** was also deemed important as indicated by 25 (13.3%) respondents. For the most part, they believed that it affected all aspects of the economy such as promoting entrepreneur activity and business development as well as boosting the “brain power” economy and highly skilled workforce in the region:

*“As an Economic Development Officer and former Technology Transfer Officer at the local university, there is a strong benefit to new and existing businesses, when there is a strategy to promote and attract business and investment to the region”;*

*“To the City, possibly the most important is that the university presence can be used as a recruiting tool when trying to attract new businesses to establish themselves in this City. Entrepreneurs and senior management will be attracted to the fact that their children (or themselves) will have access to a university in their hometown”;*

*“At this point, the economic/employment factors are highly significant and of greatest importance. In a time when manufacturing jobs are a thing of the past, we must look to our University to attract higher paying, 'white collar' jobs to our area. Subsequently, we look to them to also train the work force for such opportunities”;* and

*“In business development, the first question that potential new employers will ask you is “If I move to your community, will I find qualified workers”? Without the presence of a well-known university, we would not have as much success at attracting new jobs to our region. Business is drawn to the area because of the outputs, (science, academic, skilled people) of the University.”*

The role of university was further examined by asking questionnaire participants what they felt was most appropriate to downtowns. As presented in Table 6.2.1c, 135 (61.9%) participants felt **“encourages faculty, students, and community residents to learn from one another”** is most appropriate and happens to be one of the main elements of collaborative planning. The preceding selections, **“assists with local/ regional job opportunities”** [133 (61.0%)] and **“promotes entrepreneurial development”** [132 (60.6%)], are more economically based roles closely followed by facilitation roles in downtown revitalization [115 (52.8%)].

**Table 6.2.1c.** Most Appropriate University Roles with respect to Downtowns

	<b>Response Total</b>	<b>%</b>
Assists with local/ regional job opportunities (i.e. provision and training service)	133	61.0
Develops financial incentive that promote and build housing	55	25.2
Plans and designs downtown development projects	68	31.2
Acquires and rehabilitates abandoned building and properties	84	38.5
Builds capacity of neighbourhood and/or community-based organizations	95	43.6
Provides public services	71	32.6
Promotes entrepreneurial development	132	60.6
Supports public schools	70	32.1
Reduces crime	46	21.1
Provides training and recreational facilities	99	45.4
Facilitates downtown revitalization	115	52.8
<b>Encourages faculty, students, and community residents to learn from one another</b>	<b>135</b>	<b>61.9</b>
Other (please specify)	19	8.7
Total Respondents	218	100.0
(Skipped this question)	52	

To help articulate this response, 11 of 22 telephone interviewees revealed that the roles and contributions of universities varied based on the size and location as indicated below:

*“University expenditures and spending (e.g. taxes, renovation/construction, supplies, payroll, goods and services, and scholarships) help stimulate regional demands for goods and services and for labour and capital. With a student population of 33,000, millions of dollars are spent in town due to the university. With the exception of taxes, the University encompasses over 60% of the property and pays no real estate tax” (UR);*

*“University talent and research contribute greatly to our community's ability to provide quality jobs to residents. The jobs that have been created and the investments that have been made in the community have served to enhance quality of life and have helped to support a lot of the services and amenities which people value (i.e. arts/cultural initiatives)”(CR); and*

*“In our downtown, the University provides employment, student population, and tourist activity. It is the largest employer in community, the region and one of the largest employers in the state. Our daytime population grows by about 25,000, largely due to the University being located downtown. They are our employment base, customer base, and a tourist draw for the downtown” (UR).*

### **6.3. University and Downtown Revitalization**

After completing questions relating to downtown factors and university roles, the focus turned to downtown revitalization. Participants were asked to identify the most important contributions/roles of universities as well as factors that either limit or encourage university roles in downtown revitalization (see Table 6.3). When asked, *“To what extent do you agree or disagree with the following statements about a university with respect to downtown revitalization”*, [202(86%)] participants agreed most with ***“universities are economic generators for the downtown as a result of the activities that they support.”*** University partnerships with local community organizations followed with respect to achieving downtown revitalization [191 (81.3%)] and transforming their community's downtown [172 (73.2%)]. With respect to those individuals who most disagreed with a statement, ***“development catering largely to students”*** yielded the most responses [165 (70.2%)].

**Table 6.3.** Number of Participants who “Agreed/Disagreed” with Statements About Universities’ Involvement with Downtown Revitalization

	<b>Agree</b>	<b>%</b>	<b>No Opinion</b>	<b>%</b>	<b>Disagree</b>	<b>%</b>
Universities are helping to revitalize downtowns through service learning and other outreach initiatives.	142	60.4	60	25.5	33	14.0
Universities are helping to improve the social and physical conditions of their community’s downtown.	155	66.0	45	19.1	35	14.9
<b>Universities are economic generators for the downtown as a result of the activities that they support.</b>	<b>202</b>	<b>86.0</b>	<b>21</b>	<b>8.9</b>	<b>12</b>	<b>5.1</b>
There are ongoing lifestyle conflicts between students and other residents who live in the downtown.	121	51.5	47	20.0	67	28.5
Partnering with universities, community-based organizations, local government school districts, and public housing authorities is important to achieve downtown revitalization.	191	81.3	32	13.6	12	5.1
It is difficult to market commercial and retail services other than those services related to students.	33	14.0	57	24.3	145	61.7
Development in the downtown caters largely to students (i.e. housing retail and service-based establishments).	36	15.3	34	14.5	165	70.2
Development in the downtown caters largely to community residents (i.e. housing retail and service-based establishments).	130	55.3	41	17.4	64	27.2
By partnering with local organizations universities have the means the need and mission to transform the downtown.	136	57.9	54	23.0	45	19.1
By partnering with universities local organizations have the means the need and mission to transform their community’s downtown.	172	73.2	44	18.7	19	8.1
Universities are becoming powerful engines of change and influence to downtown revitalization.	141	60.0	58	24.7	36	15.3
Developing and maintaining affordable single-family housing is a challenge because of the high demands placed by student rental housing.	125	53.2	70	29.8	40	17.0
Total Respondents	235					
(Skipped this question)	35					

**Table 6.3.1.** Most Limiting/Enhancing Factors Relating to University Roles in Downtown Revitalization

	Limiting Factor		Enhancing Factor	
	Respondents	%	Respondents	%
<b>Financial limitations</b>	<b>48</b>	<b>24.9</b>	23	12.7
Not in mission/culture	37	19.2		0.0
Leadership	43	22.3	36	19.9
<b>Partnerships</b>	11	5.7	<b>50</b>	<b>27.6</b>
Disconnections from surrounding area and community	10	5.2		0.0
Lifestyle	10	5.2	4	2.2
Housing	9	4.7	1	0.6
Size	9	4.7		0.0
Location	7	3.6		0.0
Time	4	2.1	1	0.6
Planning policy and zoning	3	1.6	28	15.5
Development opportunities	2	1.0	3	1.7
Service learning support		0.0	25	13.8
Facility development		0.0	10	5.5
<b>Total</b>	<b>193</b>	<b>100.0</b>	<b>181</b>	<b>100.0</b>

### 6.3.1. Most Limiting/Enhancing Factors to University Role in Downtown Revitalization

#### 6.3.1a. Limiting Factors

When further asked to identify and explain factors limiting the roles of university in downtown revitalization, the top three reasons given by 193 participants are listed as follows: **“financial limitations”** [48], **“leadership”** [43], and **“not in mission/culture”** [37] (see Table 6.3.1). For the most part, support towards facility/capital funding, operations, endowments, and budgets were provided as examples of financial limitations that restricted university involvement:

*“A lack of federal/provincial support has not provided money for redevelopment and/or new growth for universities and municipalities. At least locally, with no growth of the local institution, there are no significant physical impacts through the institution. We are faced with capital funding limitations for property acquisition and building construction. In such a context, municipalities frequently have to ‘go it alone’, without the resources necessary to fully develop promising projects”;*

*“State funding for public universities has been cut, limiting their operations and what they can spend to help with revitalization. Also, reluctance of students and student leaders to confront the violence and vandalism caused by binge drinking, which leads others to shun downtown”;*

*“Budgets are very tight at Universities and it is difficult to set aside budget dollars that do not directly benefit students beyond the institution’s gate. Downtown areas tend to be expensive locations to purchase property and revitalization becomes an expensive proposition, and state budgets are tight. Without realistic budgets and private foundations to leverage against, it won’t happen. Limited university budgets restrict a university’s ability to support necessary on-campus and direct educational needs, with little left over for community development”;* and

*“The university’s ability to raise money or funds hinges on what it can contribute to the downtown. We need to have research and endowments that encourage investment in our downtown. We need to convince our community and university leaders that it is in their best interest to participate in helping to revitalize our local community. Universities do not have money to invest -- at least ours doesn’t. University capital budgets are too small to build/rehabilitate buildings.”*

Participants provided the following reasons behind their choice of **“leadership”** relating to lack of vision, narrow views, and little political will of university administration:

*“Views of the university administration. Some university administrators believe that their role lies only within their campus. They do not believe that the fortunes of the university are tied to the fortunes of the community. My experience is with a public university where its governing body serves the state and not the local community. The governing body does not necessarily see the role of the University as one that should proactively take a role in downtown revitalization”;*

*“One of the biggest limitations is the lack of vision either on the part of city council/administration or universities to put significant effort into building town-gown relations. The lack of imagination, greed, risk, a narrow view of postsecondary education, bureaucratic and institutional barriers limiting flexibility in the allocation, distribution, evaluation of educational resources”;* and

*“The willingness of university officials to be seen as a political influence in local politics limits effort to downtown. Bureaucracy is also huge problem especially when trying to get resources together to achieve a common goal. City/university politics can be complicated with some politicians/citizens resenting the large political impact that the university can apply.”*

The contribution of a university is also restricted due to matters relating to mission statements and cultural indifference, and lack of interest of a university as explained by the following participants:

*“The university ‘ivory tower’ culture is not project-oriented, academic without reality, isolated versus engaged in community. The culture clash between the university and community results in them to not know enough about each other to work together”;*

*“Culture of the university, the attitudes of its administration, the relationship between the quality of life in the downtown and community and its perceived impact on university student enrolment, the culture/attitudes of political and civic leadership, the history of community-university relations, the proportional size of university to community size (if university is similar in size and financial clout as the municipality, the relationship may be more competitive than cooperative), community awareness and support for the contribution of the university to local economy”;*

*“Many universities (including the one in our town) do not have downtown revitalization or economic development in their mission. The universities’ policies and strategies often limit their abilities to participate in public processes. There is an ongoing debate about our mission’s role as an educational institution vs. role as developer”;*

*“A university’s mission that does not support community outreach and service learning to the community. Faculty, therefore, are not encouraged to be involved as well as now being informed on what role the university could play. Some members of the community view university as too elitist/academic to contribute to 'real world' issues. Being too focused on academic research, instead of applied research could also detract from the role(s) of the university in downtown revitalization”; and*

*“The main limiting factor is the University's interest in participating in downtown revitalization. If the University wants to play a role, it has the wherewithal to contribute significantly. While the university recognizes its potential role and is particularly enthusiastic about the capacity of community-based research to effect positive social change, its core mission does not have an explicit community development role, and the many conflicting demands for resources limit its commitment to be a proactive partner in downtown revitalization. We talk a lot, but don't do much. As well, many faculty are reluctant to physically move downtown as it disconnects them from the intellectual, political and social life of the campus as well as from library resources and student contacts.”*

### **6.3.1b. Enhancing Factors**

With respect to factors that enhance university involvement in downtown revitalization, 50 (27.6%) of 181 participants cited **“partnerships”** followed by **“leadership”** [36 (19.9%)] and **“planning policy and zoning”** [28 (15.5%)] (see Table 6.3.1). Participants felt primarily that **“without strong partnerships, revitalization cannot occur”** and that such partnerships instill mutual trust, cooperation/communication, active participation, and recognition of individuals as articulated by the following surveyed respondents:

*“The most productive relationships are individual cooperation between particular faculty members and community staff versus institutional relationships. Where mutual respect is present, then interaction takes place. Universities would benefit from greater involvement in local collaborations to develop trust among a variety of partners”;*

*“Cooperation in establishing a frequent and free transit service between downtown and campus. Most people prefer that downtown housing be non-student (no matter how conservative the school, students still create a living atmosphere that permanent residents don't like); BYU has recently brought its boundaries for approved student housing (private housing within the community requires BYU approval) closer to campus, which has helped with downtown neighborhood revitalization”;*

*“Frequent communication between top city and university administrators, with a focus on how each can benefit through the intermingling of faculty, students and residents. Benefits can accrue to both in areas ranging from business development, technology transfer and emerging technologies to the importance of arts and culture in both the university and the community... ..For a partnership to work, both the city and the university have to see clear benefits to their involvement and contributions. This requires very strong communication and planning, and the political will to combine forces through strong and collaborative partnerships”;*

*“Universities need to see themselves as an active participant in all community issues, not just downtowns. If they see this then they will act on the important community issues. If downtown is in need then they theoretically should get involved”; and*

*“More public recognition of the role of the university in keeping the downtown strong -- particularly in times of adversity (when the university is being criticized in the community). This would help build better community relationships between the university and downtown.”*

Participants also believed that strong and flexible leadership from both the university and community administration was integral to universities becoming involved in downtown revitalization -- especially with leaders who can provide vision, engage community members, and mobilize resources:

*“Our leadership must be flexible to allow a university to experiment in various ideas such as off-campus facilities and give opportunities to communicate and gather the right people together to help improve the downtowns. It would also help if universities embraced the need for downtown revitalization. It would also help if they were not so competitive with other universities”;*

*“We need strong leadership to push the concept from the drawing board to the outside world -- this leadership must come from university, government, and private who can support community outreach (both financially and philosophically) so faculty can engage more with community freely. With good leadership things can be done faster and better as well as with a good budget support”;*  
*and*

*“Community and university leaders must make downtown revitalization a priority. A greater recognition by stakeholders (including municipal and provincial government) involve in Downtown Development of the priceless value of post-secondary institutions in a Downtown.”*

Participants also felt that **“planning policy and zoning”** played a significant role for reasons related to integration, flexibility, and land-use compatibility:

*“Campus planning and downtown planning efforts need to be more closely integrated. Communities should approach universities into the long-range planning process. Many times students offer an aspect on ideas that differs from city staff. If there's an urban planning department or architecture they can be direct links. Student activism and creating demand for culture products are created indirectly by the university”;*

*“Developing plans/policies to support dense development of the downtown with dense (vertical) development (especially parking garages) at the abutting boundary of campus; develop flexible zoning to allow for innovative planning that supports mass transit, on campus and near-campus living for its undergraduates and married students with families, and downtown retail by not creating competition from subsidized on-campus retail and restaurants”;* and

*“Integrating university use of the community and community use of the university. It would bring together the strengths of both the community and the university to achieve the goal of downtown revitalization. We need to develop master plans that promote the growth and design of campuses that are more compatible and flexible in the downtown that include the surrounding neighbourhoods.”*

Telephone participant interviews also supported views similar to those ones stated above where the majority 13 out of the 22 participants cited **“leadership”** as the most limited factor:

*“The leadership of any university must see its part of the community in a sense broader than simply as an educational institution. It must understand its part in economic development, business and technical assistance, cultural development, and other outreach programs and opportunities. With the shared vision of the university and city growing together, the synergy of combined budget and cooperation is lost. In our city, the decisions are clearly separated. We communicate but the city makes decisions independent of the university. Likewise, the university has not seen the success of the downtown as part of their direct mission. If the focus of the university’s administration is turned inward instead of outward, this will be the greatest limitation o the role of the university in downtown revitalization” (UR).*

Unlike the web-based survey participants who felt that “partnerships” were the most significant factor in enhancing a university role, 15 of 22 telephone interview participants cited “**service-learning opportunities**” for reasons articulated by the university representative:

*“Definitely service-learning with student’s giving of their time in non-profit and service organizations. College-aged students have much more time on their hands than those in the work force (whether they like to admit it or not), but giving back to their community actually keeps them out of trouble as well. If faculty could do downtown revitalization as part of their jobs, all would go gangbusters (UR);*

*“Universities help revitalize downtowns because their teaching increase local human capital which enhances their roles”; (UR) and*

*“You must engage faculty/staff with community organizations and initiatives. Providing access to the incredible resources leveraged by higher education institutions strengthens the community immensely and provides universities with a strengthened educational component” (CR).*

Appendix F and G provides a complete list of participants’ reasons from both the web-based and telephone surveys, respectively, about factors that either limit or enhance a university role(s) in downtown revitalization.

#### **6.4. Community-University Partnerships**

Having an understanding about university roles in downtown revitalization, survey participants were further probed about community and university partnerships with respect to time, type, opportunities, and barriers. Additional questions were provided to help assess the type of roles and collaborative work commonly found in partnerships for downtown revitalization. These questions also served as understanding how collaborative planning theory applies to community-university partnerships with respect to downtown revitalization.

Web-based participants were first asked if they were involved in a community and university partnership. Of the 236 who chose to respond, 176 (74.6%) participants indicated that

they not only belong to such partnerships but a large number of them [68 (38.6%)] have been involved from **“2 to 4 years”** (see Table 6.4). As further indicated in Table 6.4a, main representatives of this sample consisted of **“city planners”** [41 (23.3%)], **“university administration”** [36 (20.5%)], **“university faculty”** [28 (15.9%)], and **“local government”** [21 (11.9%)].

Participants were presented with a number of statements relating to partnerships and asked to either agree or disagree (see Table 6.4b). The majority of respondents [164] agreed with **“flexibility in achieving goals is essential to the success of a partnership”** followed by statements **about “partnerships must be solid and diverse”/“partners making goals explicit”** [155 each], and **“working knowledge of other organization”** [152]. The majority of participants disagreed most with statements referring to “inflexibility” of community [149] and university [139] partners when determining research and work parameters. A cross-tabulation also showed a consistency of similar responses amongst sample representative groups (see Appendix H).

**Table 6.4.** Participants’ Length of Involvement with Community-University Partnerships

	<b>Response Total</b>	<b>%</b>
Less than 1 year	26	14.8
<b>2 to 4 years</b>	<b>68</b>	<b>38.6</b>
<b>5 to 7 years</b>	<b>45</b>	<b>25.6</b>
8 to 9 years	6	3.4
10 years and	31	17.6
Total Respondents	176	100.0
(Skipped this question)	94	

**Table 6.4a.** Distribution of Representative Sample Survey Respondents [176]

	<b>Response Total</b>	<b>%</b>
<b>University Faculty</b>	<b>28</b>	<b>15.9</b>
Private sector	1	0.6
Developers	1	0.6
<b>City Planners</b>	<b>41</b>	<b>23.3</b>
<b>University Administration</b>	<b>36</b>	<b>20.5</b>
Neighbourhood/Resident Association	9	5.1
Economic developers	16	9.1
Architects	3	1.7
Non-profit organizations	2	1.1
Business Improvement Association	6	3.4
University Student Union or Association	1	0.6
Community Development Corporation	4	2.3
State/provincial government representatives	3	1.7
Federal government representatives	0	0.0
<b>Local government representatives</b>	<b>21</b>	<b>11.9</b>
Other (please specify)	4	2.3
Total Respondents	176	100.0
(Skipped this question)	94	

**Table 6.4b.** Representatives' Responses to Statements Regarding Partnerships

<b>Statements</b>	<b>TOTAL</b>		<b>TOTAL</b>	
	<b>Agree</b>	<b>%</b>	<b>Disagree</b>	<b>%</b>
<b>Partnerships must be solid and include diverse community representatives from local government community groups business residential and university decision-makers.</b>	<b>155</b>	<b>88.1</b>	21	11.9
Universities tend to treat community partnerships more as research experiments rather than collaborators.	62	35.2	114	64.8
Without money and time community-university partnerships do not work.	133	75.6	43	24.4
Partners need to develop a formalized agreement between partners that outlines parameters of roles responsibilities and mutually agreed goals.	117	66.5	59	33.5
Community partners view university partners as being insensitive and unaware of community needs.	79	44.9	97	55.1
University partners are not responsive to community partners' needs.	51	29.0	127	72.2
Each partner must make his/her goals and/or procedures explicit at the beginning of the partnership.	155	88.1	21	11.9
University partners are inflexible when it comes to determine research and/or work parameters.	37	21.0	139	79.0
Community partners are inflexible when it comes to determine research and/or work parameters.	27	15.3	149	84.7
Each partner must have a working knowledge on the structure and operation of the other organization.	152	86.4	24	13.6
Flexibility in achieving goals is essential to the success of a partnership.	164	93.2	12	6.8
No. of Responses				

Given these responses, it appears that the success of partnerships hinges on awareness, flexibility, and diversity provided by each partner.

When asked who should be involved in a community-university partnership, participants most often cited the **“private sector”** [154 (87.5%)] followed by **“city planners/local government”** [153 (86.9%) each] and **“university administration”** [147 (83.5%)]. Table 6.4c illustrates the distribution of the remaining responses. As shown in Table 6.4d, 53 (30.1%) participants felt the role of **“facilitator”** for university partners was the most important whereas the role of **“leader”** for community partners was considered most important by 92 (52.3%).

**Table 6.4c.** Responses to Who should be involved with a Community-University Partnership

	Response Total	%
<b>Private sector</b>	<b>154</b>	<b>87.5</b>
University Faculty	139	79.0
Developers	120	68.2
City Planners	153	86.9
Economic developers	135	76.7
University Administration	147	83.5
Architects	94	53.4
Non-profit organizations	104	59.1
Resident/Neighbourhood Associations	129	73.3
Business Improvement Associations	127	72.2
Community Development Corporation	111	63.1
University Student Union or Association	98	55.7
State/provincial government representatives	88	50.0
Federal government representatives	54	30.7
Local government representatives	153	86.9
Other (please specify)	23	13.1
Total Respondents	176	100.0
(skipped this question)	94	

**Table 6.4d.** Distribution of Survey Participants' Response to University and Community Roles

	<i>University's Role</i>		<i>Community's Role</i>	
	<b>Response Total</b>	<b>%</b>	<b>Response Total</b>	<b>%</b>
<b>Facilitator</b>	<b>53</b>	<b>30.1</b>	30	17.0
Funder	30	17.0	16	9.1
Leader	38	21.6	<b>92</b>	<b>52.3</b>
Mediator	1	0.6	7	4.0
Technical assistance provider	42	23.9	19	10.8
Other (please specify)	12	6.8	12	6.8
Total Respondents	176	100.0	176	100.0
(skipped this question)	94		94	

Barriers to a community-university partnership for downtown revitalization included **“availability of money”** [124 (70.5%)] followed by **“a university that does not support a mission of service learning and community outreach”** [115 (65.3%)]. These respondents primarily represented 57 university administration and faculty of the 176 participants who chose to answer. Equally cited by web-based participants [112 (63.6%)] was **“weak leadership”** (see Table 6.4e). For the most part, responses were equally distributed among community and university representatives within the survey sample (Appendix H).

Web-based participants were also asked either to agree or disagree with a number of statements relating to collaborative partnerships between university and community. Of the 176 participants who responded, 160 (90.9%) most agreed with the following statement **“the capacity (i.e. what they can actually do) of the partner’s organization has significant implications for the success of partnerships”** (see Table 6.4f). The next statements that followed related to faculty engagement [156 (88.6%)] and the presence of a community outreach centre [154 (87.5%)]. As with the other statements, the distribution of respondents was primarily equal among representatives (Appendix H). Most participants [108 (61.4%)], especially university

**Table 6.4e.** Barriers associated with Community-University Partnerships

<b>Barriers</b>	<b>Total</b>	<b>%</b>
<b>Availability of money</b>	<b>124</b>	<b>70.5</b>
Adverse publicity	24	13.6
Fear of failure	45	25.6
Weak leadership (community)	112	63.6
Weak leadership (university)	112	63.6
Size of university (too large)	27	15.3
Size of university (too small)	13	7.4
No time - people are too busy to undertake work required for such partnerships	86	48.9
Lack of understanding of partner's needs.	88	50.0
Lack of understanding of what might be achieved with a community-university partnerships.	106	60.2
A university's reputation based on self-interest and isolated from its host community.	82	46.6
University's lack of understanding to the importance of a long-term commitment to the community.	53	30.1
A university that does not support a mission of service learning and community outreach.	115	65.3
Service learning opportunities that are not part of an educating experience for students and not solely a service to a community.	28	15.9
Community based research by faculty members not recognized as career enhancing and on par with the traditional resources of teaching and research.	58	33.0
<b>Total Responses</b>	<b>176</b>	

representatives, disagreed with the statement about university taking the lead role lending support to those respondents who believed that universities should take on the role of facilitator leaving the role of leader to the community (see Appendix H).

Participants were then asked to consider the most important factor in university and community collaboration. While 83 (47.2%) respondents felt **“building relationships and trust”** was considered the most important, **“piecing together the wants, needs, strategies and available resources of both the community and the university”** was also identified as important by 58 (33.0%) participants (Table 6.4g). These two statements, in particular, speak to the principles of collaborative planning theory whereby relationships are built and strengthened by trust, communication, and the identification of needs and wants of partners (Fainstein, 2005; Forester, 1999; Healey, 1997, 2003; Lauria and Wagner, 2006).

**Table 6.4f.** Statements about Collaborative Partnerships between University and Community

Statements	TOTAL		TOTAL	
	Agree	%	Disagree	%
The strength of strategic planning processes conducted prior to implementation had a significant impact on the success of your community -university partnership.	140	79.5	36.0	20.5
An anchoring institution generally the university takes the lead role in partnership.	68	38.6	108.0	61.4
There is no optimal model in community-university partnerships.	144	81.8	32.0	18.2
A community's commitment to their partnership with the university is very strong.	100	56.8	76.0	43.2
The presence of a dedicated community outreach centre can help strengthen a partnership.	154	87.5	22.0	12.5
<b>The capacity (i.e. what they can actual do) of the partner's organization has significant implication for the success of partnerships.</b>	<b>160</b>	<b>90.9</b>	<b>16.0</b>	<b>9.1</b>
Faculty engagement leads to greater university- community collaboration at the institution level.	156	88.6	20.0	11.4
Building a research relationship with faculty members yields multiple benefits for non-profit organizations and local governments.	148	84.1	28.0	15.9
<b>Total Responses</b>	<b>176</b>	<b>100.0</b>		

**Table 6.4g.** Sample Survey Representatives and the Most Import Factors in Community-University Collaboration

	TOTAL	%
<b>Building relationships and trust.</b>	<b>83</b>	<b>47.2</b>
Partnership based on the context of shared power.	14	8.0
A planning approach that works with the present structure of parties.	13	7.4
Piecing together the wants, needs, strategies and available resources of both the community and the university.	58	33.0
A planning model characterized by an incremental approach to relationship building.	8	4.5
<b>Total Responses</b>	<b>176</b>	<b>100.0</b>

#### **6.4.1. Mid-Size Cities and their Influence on Community-University Partnerships**

To consider if community-university partnerships differed in mid-size cities, respondents were asked if size matters especially when compared to larger urban centres (Table 6.4.1). While 2 (1.5%) of the 136 respondents felt that size had no bearing on community-university partnerships, 54 (39.7%) felt it did because partners are more accessible and known to each other:

*“Community and University leaders in mid-size cities are more accessible and usually already known to each other well. This makes it significantly easier to build solid relationships based on trust when you know each other and who the key players are on both sides. It is easier to get to the top of city leadership and be close to where decisions are being made. Greater opportunity for engagement as informal relationships can more readily be initiated which can lead to working partnerships. It is easier for both the community and the institution to develop a mutual trust relationship. I think we know each other and how to treat each other when working on projects. We can work together as we understand each other needs as well as who holds the power”; and*

*“I sit on many committees that have the same people on them. Everyone knows everyone's agenda so it makes it easier to plan for stuff in the downtown. The smaller the community, the more effective is the collaboration. Because people get to know each other well, natural community connections develop. We are always aware and attuned of who and what the university and/or community are doing. They are instrument in our master planning session. I think that you know who the players are and what sectors they represent. This makes for wonderful collaborations.”*

Community and university partnerships were also considered to be politically influential in having an impact on decision-making and pooling of resources with respect to downtown revitalization [32 (23.5%)]:

*“My general inclination is that universities have a larger impact in mid-size cities; mid-size cities have smaller governmental organizations both of which provide more opportunities for partnerships. The university partnership is potentially much more influential in the mid size city than in the larger one. Faculty staff and students are involved citizens who can have a greater impact that results in both sides having a better understanding of the benefits of such a partnership”;*

*“In Florence, Alabama and Auburn, the University is the strong partner that leads to success. Smaller Universities can have greater impact in a mid-size town. In our city, the impact of the University is greater simply because they are a larger percentage of the student population (18%) and economic engine. The student body has more impact on local neighborhoods and community businesses than in a more diluted situation found in larger urban centres. Unfortunately, affordable housing in particular is negatively impacted”;*

**Table 6.4.1.** Distribution of Responses Relating to how Mid-size Cities Influence Community-University Partnerships

Influences	Most Important	
	Respondents	%
<b>Greater accessibility to partners and leadership authorities</b>	<b>54</b>	<b>39.7</b>
Greater political influence with Decision-making	32	23.5
More intimate relationships with partners	30	22.1
Tensions resulting from political imbalance	14	10.3
Financial limitations	4	2.9
No difference	2	1.5
<b>Total</b>	<b>136</b>	<b>100.0</b>

*“In mid-size cities, universities have more visibility, influence and are more often looked to as a resource for such collaborations. Smaller communities are likely to benefit from drawing on university resources and expertise because they lack these resources within the municipal corporation. There are more opportunities for partnerships within a smaller community as the University generally plays a more vital role in the community development, etc.”; and*

*“The university president in a mid size city can be very influential versus a large city where the university president must compete against other universities. The elected community leader must be willing to share in a smaller community or it becomes a power struggle. It may make it easier because you can bring in the key players (e.g. university, local government, city staff, mayor, neighborhood leaders, neighborhood activists, media, developers, and economic development staff) and over time gain the trust and respect needed for change.”*

Thirty (22.1%) respondents also believed that mid-size cities lend support to an intimate environment providing localized opportunities of deeper relationships, personal contact and flexibility amongst partners:

*“Being mid-size allows deeper relationships between universities and communities to form because there are fewer players -- and these players tend to stay in their roles longer (they have a larger stake in the success of the partnership). Also, increases likelihood that you will have a broader relationship”;*

*“You will meet the same people in a variety of contexts in mid-size communities (your children go to school together, you go to different community events together, belong to a variety of different committees/clubs together). Partners can be drawn from a smaller circle of leadership with personal intimate knowledge of each other and overlapping involvements in other beneficial relationships in the community (i.e. clubs, religious organizations, etc.)”; and*

*“I think mid-size cities are able to maintain greater degrees of flexibility and can better foster direct relationships between key leaders. The 'system' isn't so large that it*

*precludes that kind of personal contact. It is also more opportunity to be noticed. It's like throwing a rock in a very small pond where you see and make waves -- you wouldn't see that in the ocean. In larger cities, there are an ever-shifting number of players with a variety of interests and agendas. However, one may tend to get burned out in smaller cities as you are expected to be involved in more committees as you are recognized more as a leader."*

While having greater political influence, accessibility, and intimacy are considered positive attributes, some participants felt that such partnerships in mid-size cities were limited due to tensions arising from an imbalance of political clout [14 (10.3%)] and financial limitations [4 (2.9%)]:

*"The University dominates the community and the process. The University tends to be merely one of many important economic centers in large urban areas, but in mid-size cities, the University tends to be the primary employer and influences the community by creating significant demands on resources. Our community is directly impacted by nearly every university-related decision"; and*

*"The University is definitely the "900 pound elephant" in the room. Having a large university in a small to mid size city is that the city has little leverage over the university to partner or participate"; and*

*"Larger cities have more financial resources, expertise, clout to devote to partnerships (staff and funding) that has a bearing on the success of such ventures. Mid-size cities tend to have less clout with higher orders of government which control policy and money that fund Canadian universities; mid-size cities frequently have lower-profile/smaller universities, which often have fewer resources to contribute to a community partnership"*

With respect to the telephone interviews, 16 of the 22 felt that successful community-university partnership must involve multiple partners who represent various levels of community and university. They also felt that gaining trust and showing mutual respect for each other are keys to successfully collaborative ventures as suggested by the following community representative:

*"What is necessary is collaborative and supportive leadership partnerships and research. If you don't have leadership on downtown issues anything never gets done. It is the catalyst for change. Without well-informed leaders who are passionate and committed to the success of the area, revitalization attempts will morph into a random, uninspiring hodgepodge of buildings and businesses." (UR).*

## 6.5. Strategies, Recommendations, and Advice

The final stages of the web-based and telephone surveys are to help identify strategies, recommendations, and advice for community-university partnership. Questions relating to collaborative community-university partnerships were tailored to determine the most important aspects of ensuring the success of such partnerships. The information collected from these questions will help develop ways and means to strengthen community-university partnerships with respect to downtown revitalization. Respondents were first asked to rank the importance of factors that associated with supporting community and university partnerships with respect to downtown revitalization.

**“Leadership”** was ranked as the most important by 166 (97.6%) of the 170 participants who chose to answer (see Table 6.5). This ranking was followed by the statement relating to **“collaborative community-university initiatives”** [162 (95.3%)] and **“increasing accessibility of universities to community practitioners”** [150 (88.2%)]. As illustrated in Table 6.5.1, most participants [131 (77.1%)] selected “leadership” once again when asked to identify those factors prohibiting involvement with a university and/or community. This was followed by “a university’s commitment to community outreach and mutual learning” [102 (60.0%)], and “support in collaborating on downtown revitalization efforts” [75 (44.1%)].

Respondents were further asked to identify the most important factor and provide an explanation for their choice (see Table 6.5.1). Ninety-two (67.2%) of 137 participants selected “leadership” as the most important factor. Surveyed participants felt that leadership is necessary because leaders can make connections; effectively

**Table 6.5.** Distribution of Responses Relating to the Importance of Factors to Support Community-University Partnerships

	<i>Important</i>	<i>%</i>	<i>No Opinion</i>	<i>%</i>	<i>Unimportant</i>	<i>%</i>
Increasing the accessibility of universities to community practitioners is an essential action in building successful partnership.	150.0	88.2	17	10.0	3	1.8
Successful projects are tailored responses to jointly perceived needs.	149.0	87.6	18	10.6	3	1.8
Collaborative community-university initiatives require relationship building as part of the planning implementation and tracking processes and relationship building takes times.	162.0	95.3	5	2.9	3	1.8
<b>Leadership is key to ensuring a successful collaboration between community and university.</b>	<b>166.0</b>	<b>97.6</b>	3	1.8	1	0.6
Establishing new networks to connect people working in the field of community-university research is required on an ongoing basis.	137.0	80.6	26	15.3	7	4.1
Total Respondents	170					
(Skipped this question)	100					

**Table 6.5.1.** Factors Prohibiting Involvement with a University and/or Community

	<b>Response Total</b>	<b>%</b>	<b>Most Important (Response Total)</b>	<b>%</b>
University location in relation to the city's downtown.	73	42.9	10	7.3
<b>University and/or community leadership.</b>	<b>131</b>	<b>77.1</b>	<b>92</b>	<b>67.2</b>
Community and/or university support in collaborating on downtown revitalization activities.	75	44.1	5	3.6
Community land-use policies and revitalization strategies.	54	31.8	8	5.8
A university's level of commitment to community outreach and mutual learning.	102	60.0	20	14.6
University's ability to assist with diversifying and enhancing a community's agenda in downtown revitalization.	73	42.9	2	1.5
Total Respondents	170		137	
(Skipped this question)	100		100	

Communicate needs; mobilize resources and motivate people; be politically savvy and astute; and support academic merit such as service learning:

*“Leadership is imperative to make connections happen and be successful. We need leaders to for continued promotion and explanation of the benefits of the partnership – if not, the effort loses momentum and commitment will dwindle at the grassroots level. The best work is done at the staff level, or even at the 'grass roots,' but without upper level support on both sides, it cannot be sustained”;*

*“We need our leaders to help with ongoing communication and ensure that anything does not get misrepresentation (especially rumors). We need leaders who are politically astute to take a vision of both the university and community and hopefully are able to dodge the public bullets and jump easily through public hoops”; and*

*“Leadership is essential to help mobilize resources, implement ideas, and establish priorities. They need champions to motivate people and get them excited about future developments...  
...We need strong leaders with passion and integrity to push the downtown agenda along and hold a community or university vision of downtowns against other political agendas. The goal is for the community as a whole to 'buy in' to the task. Poor leadership kills this ultimate factor immediately. Without it, collaborations tend to lack the 'lift' necessary to succeed at the city/community/university level.”*

**“Commitment to community outreach and mutual learning”** as cited by 20 (14.6%) participants is of next importance. Reasons behind their choice alluded primarily to matters relating to a university’s support and genuine interest in their host communities:

*“The University needs to have an interest in the community in order for it to work (no 'ivory tower' thinking). It is also difficult for faculty to become involve as there are no incentives. The need of communities these days do not allow the university to stay up in ivory tower and away from the reality of people who would benefit from support”;* and

*“I think universities pay lip service to community interactions. I have been involved in enough partnerships wherein the university partner was more interested in advancing his/her interests than working collaboratively towards mutual learning and joint goals.*

Ten (7.3%) participants felt that a “university location in relation to the city’s downtown” could prohibit community-university involvement. The main reasons included a disconnect and little integration due to the distance factor:

*“Location and proximity to the downtown has been a main reason why the university wouldn't even associate itself with the downtown. If it's not within or somehow integrated in downtown it is difficult to establish shared goals. The commitment of partners is first measured by their community presence and interaction with community. By being located far from the downtown, there is no perceived connection of the university to revitalization objectives.”*

With respect to the telephone interviews, 12 of the 22 participants also cited “weak leadership” as a factor that prohibits community-university involvement along with university commitment [7] to service learning, and location [3]:

*“We need strong and flexible leadership that care about community, support service-learning, and allow faculty to not study the downtown but rather be real partners in contributing to its success. Unfortunately, we have a buffoon for a president at our university whose level of commitment to our community is picking up a Starbucks coffee while driving on his way out of the downtown;*

*“A university's level of commitment to community outreach and mutual learning is an important factor. Without a strong commitment by the university's leadership to community outreach, involvement is, at best, accidental and/or incidental. Universities have the ability to assist with diversifying and enhancing a community's agenda. You need commitment that comes from all involved where each organisation is supported internally. If there is less than full commitment, collaborative work quickly becomes secondary, and little gets done”; and*

*“I think that the location of the university in relation to the downtown is the most important factor because development of the linkages with the downtown is more difficult to achieve and sustain. Also there is more possibility of each to be self-centred and isolated from the interest in a sustainable partnership.”*

## **6.6. Benefits to Downtowns from Community and University Collaborations**

*“The recent relocation of the University of Waterloo School of Architecture to downtown Cambridge created a climate of confidence among private sector investors. The School has acted as a catalyst for changes in property ownership, redevelopment of properties for both residential and retail uses, renovation of properties to 'spruce up' existing historic buildings, and renovation of second and third floor 'Main Street' space for additional residential uses.”*

This quote by a survey respondent captures how a university positively impacts a downtown, especially when it is located within or in close proximity (Goldstein and Drucker, 2006; Reardon, 2001). The proximity of a university to downtown provides a ready source of patrons (e.g. students, faculty, and/or staff). From Florence, Alabama and State College, Pennsylvania to Savannah, Georgia and Madison, Wisconsin, “a large university student population (ranging from 15 to 20 percent of the downtown population) acts a powerful economic engine” (CR). In State College, Pennsylvania, Chapel Hill, North Carolina, Ann Arbor, Michigan, and Madison, Wisconsin, university campuses either abut downtown or part of the downtown geography. In these and other

communities surveyed for this research, university impacts are not only extensive but pervasive as well.

Survey results are telling regarding how universities contribute to downtown where, arguably, economic spin-off activities are the most significant (Allinson, 2006; Meyer and Hecht, 1996). These activities relate to either “the development of high technology firms such as Research in Motion (RIM) at the University of Waterloo in Waterloo, Ontario” (CR) or “redevelopment activity from the Savannah College Arts and Design that amounts to 9-10 million dollars to the downtown of Savannah, Georgia” (UR).

While the university contributes substantially to the economy, its positive impacts downtowns are found in many other ways confirming the findings of Brukardt, et al. (2004), Harkavey, (1997), and Legates and Robinson, (1998). As pointed out by one respondent at Queen’s University in Kingston, Ontario, “the university talent and research contribute greatly to our community’s ability to provide quality jobs and have helped to support a lot of the services and amenities which people value (i.e. arts/cultural initiatives)” (CR).

Similarly, another community representative noted their university contribution to human capital for the downtown: “Millersville University of Lancaster, Pennsylvania provides a pool of graduates in a variety of fields contributes substantially to the local businesses in search of qualified candidates” (CR). Accessing resources leveraged by higher educational institutions contributes to the community and provides universities with a strengthened educational component. These resource contributions support similar research findings by Holland, 2001; Lorinc, 2006; and Reardon, 2005.

While making a significant contribution to human capital, universities also lent support to cultural development to their community’s downtown. University campuses are also repositories for museums, performance halls, sport venues and other attractions

that regularly draw thousands of visitors (Office of University Partnerships, 1994; Reardon, 2005). Some downtowns are well positioned to capture these occasional visitors. For example, Savannah College Arts and Design partners with the city hosting 22 cultural arts venues (e.g. museums, musical theatres, art fairs, and art centres). Survey respondents from State College, Pennsylvania, Madison, Wisconsin, and Ann Arbor, Michigan all cited large influxes of patrons into downtown following football and basketball events. “At Pennsylvania State University (State College, Pennsylvania), 120,000 people attend each game generating \$7 million dollars of retail and commercial business to the downtown” (CR).

The impacts of universities on the downtown and host communities are significant. Yet, there is considerable variation within the sample communities regarding university impacts to the downtown. Survey results suggest that the presence of a university is not the only deciding factor in determining downtown excellence. In fact, many downtowns considered “successful” by surveyed participants such as Chattanooga, Tennessee and Asheville, North Carolina do not have the presence of a university in their downtowns.

These cities, as reiterated by telephone and web-based survey participants, have the advantage of strong leaders who are able to mobilize resources to develop/implement appropriate policies and strategies that takes advantage of pedestrian-based activity, niche markets, tourism, well-preserved historic districts, and natural features found within the downtown as pointed out by Filion *et al.*, 2006 and Robertson, 1999. While success has been noted in downtowns that do not have a university, survey respondents felt that partnerships between university and community would be beneficial to downtown revitalization.

Collaborative partnerships between community and university are required to build not only strong leaders but a vibrant downtown as well (Brown, 2003; Kemp, 2000;

Tyler, 1999). As a survey respondent indicated: “A university alone cannot create a good downtown -- partnering with universities, community-based organizations, local government, school districts, and public housing authorities is important to achieve downtown revitalization” (CR). Even those cities with a university presence, issues relating to leadership (community and university) and/or the university’s mission statements limit the role(s) of university in downtown revitalization:

*“I don’t feel that in Burlington, the University of Vermont has played a leadership role in revitalizing or developing the downtown. In fact, the effect of students has been one of the biggest challenges in maintaining neighborhoods surrounding the downtown. The leadership of any university must see its part of the community in a sense broader than simply as an educational institution. It must understand its part in economic development, business and technical assistance, cultural development, and other outreach programs and opportunities” (UR).*

*“There is a need for leadership from the municipal government to identify downtown revitalization as a priority. For the City of Augusta, encouragement from the Mayor and other city officials need to be directed at the university faculty and university officials (University of Augusta). The city needs to be the catalyst to instil a creative spirit that infuses university culture and strong sense of community commitment” (CR).*

While universities provide tremendous benefits to their host cities, they also can and do act as competitors (Boyer, 1990). Recognizing the need and the opportunity to service the many students, staff, and guests that patronize campuses, universities often choose to operate their own food service venues, their own retail stores and in some instance, their own hotels. A community representative from Lafayette, Indiana indicated “Purdue University opened a major food service operation that resulted in a noticeable difference in customer flow from campus into downtown establishments” (CR). While a university respondent felt “the impact of a university’s plans and actions is so great on the community that it is important that the community at least be aware of those plans, and optimally, have some input into their development.”

Collaborative partnerships between the university and community would certainly help in mitigating such issues as pointed out by similar research by Harkavy and Wiewel, 1995; Holland, 2001; and Prins, 2005 and reiterated by survey respondents: “By

partnering with community, universities have means to lead and support downtown development” (UR). “You must engage university faculty/staff involvement in downtown initiatives to strengthens communities and provide universities with a strengthened educational component” (CR).

Both the web-based and telephone surveys suggest that this type of partnership clearly affected the downtown agenda politically. Because development is a challenge in most downtowns, 43 (22.9%) surveyed respondents (from both the web-based questionnaire and telephone surveys) felt that collaborative partnerships are needed to gain support politically and take the lead in development. Cisneros, 1995; Harkavy, 1997; Wiewel and Guerrero, 1998, all found similar findings in their respective research. As one respondent suggested, “We need to ensure that partners become leaders who can represent all voices amongst interest groups relating to downtown matters. These partnerships should be based on trusting relationships and supported by policy and political agenda” (UR).

For State College, Pennsylvania, this partnership is especially true. As outlined by a university respondent, State College’s “town-gown” committee is made up of university and community representatives where the President (Pennsylvania State University) is a member: “Our president is involved in a town-gown committee to help initiate projects because the university is committed to downtown understanding that it needs to be a healthy to complement the university” (UR). This partnership has been particularly effective in convincing the downtown developers to built housing and Class “A” offices other than those related to students.

State College, Pennsylvania is also involved in an effort to build a downtown black box theatre (organized and operated by Pennsylvania State University) and a new children’s museum. The cinema will sit in a strategic block near the 100% retail block supporting and building pedestrian traffic. This committee has worked also on

developing zoning restrictions for student housing development (restricting balcony size, common area, low density, architectural controls, and licensing). Prior to this partnership, the city was unsuccessful in convincing developers to try other types of development than student housing.

Likewise in Mansfield, Ohio, collaborative partnerships led to investment of a new streetscape infrastructure that will link downtown with the university (Ohio State University). The university is making a major financial contribution to the project that will improve the likelihood of students patronizing downtown. Similarly, the University of Georgia in Athens, Georgia developed a “wireless Internet cloud” over downtown allowing residents, businesses, and visitors to enjoy this free service. Both the University of Georgia in Athens, Georgia and Penn State University in State College, Pennsylvania created a new staff position (e.g. Community-University Liaise Officer) to deal with a number of issues ranging from student behaviour and lifestyle relations to housing and traffic/parking. Pennsylvania State University went a step further and implemented a Downtown Ambassadors Student Ancillary Police program where students get course credit for participation.

Collaborative partnerships also led to a number of successful initiatives ranging in scale from small-scale projects such as downtown wall murals, to large-scale projects such as attracting a School of Architecture from a main campus:

*“We (City of Cambridge staff) have worked collaboratively with our university and community partners and were successful in attracting the School of Architecture from the University of Waterloo. It has been a catalyst for new employment, attracted new residents, created activity on the street, attracted other investment and attracted other people to use the core” (CR).*

This research has also shown that community-university collaborations led to a number of other successful initiatives. In collaboration with city officials of Madison, Wisconsin and university officials at the University of Wisconsin – Madison, the “town-gown” committee recommended to locate its large campus bookstore on the downtown transit

mall. “This bookstore now provides a key anchor on the university end of the mall bringing in not only students but residents and tourists as well” (CR).

Chapel Hill’s largest and most prestigious hotel/conference centre is a university-owned facility (University of North Carolina). “Through consultation and discussion with our university and community partner, we felt that this centre should be located in the downtown district to support its growth and ongoing vitality” (UR). Community representatives are now working with the University of North Carolina on an “Art Quad” project (made up of wall murals, statues, and other street art) that would abut the downtown and provide a steady year round supply of visitors to the central core of the town. In collaboration with officials from the City of Provo, Utah, Brigham Young University officials has recently brought its boundaries for approved student housing that has helped with downtown neighborhood revitalization. As one survey participant noted further: “University administration is working collaboratively with our city planners to establish a frequent and free transit service between downtown and the university campus that would not be possible with our university and community partnership” (UR). Without collaborations between university and community representation, the success of developing and implementing these revitalization initiatives would be seriously compromise.

## **6.7. Discussion of Results**

The proceeding section provides an interpretation of research results from the web-based questionnaire and telephone interview surveys. As part of this interpretation, discussions of results are also made relating specifically to downtown revitalization, university contributions, university roles, community-university partnerships, strategies and advice, and benefits to downtowns from community-university partnerships. These areas all touch upon the following four research objectives established for this thesis: to

expand the scope of research on collaborative planning in the context of town-gown partnerships; to test collaborative planning theory with respect to the process of mutual learning and relationship building; to gain new insights into the dynamic and nature of new collaborations; and to identify issues and opportunities with these relationships and how they contribute to downtown revitalization (please refer to Table 3.2a, pg. 37). The interpretation/discussions of these results lead into conclusions and recommendations presented in Chapter 7.

### **6.7.1. Downtown Revitalization**

The web-based questionnaire and telephone surveys provide some interesting insights into the roles of universities in downtown revitalization and collaborative partnership between university and community. Group knowledge about the important factors for downtown supported findings from the literature review as presented in Chapters 4 and 5 (Birch 2002, Filion et al., 2004; Filion, 2006; Leinberger, 2005; Robertson, 1995, 2003; Wells, 2004). When asked to select important factors for downtown, “pedestrian-oriented environments” yielded the most response as indicated by 267 (96.3%) participants (Filion et al. 2004; Leinberger, 2005; Lorch and Smith, 1993; Kotkin, 1999; Robertson, 1999, Zacharias, 2001). Moreover, 86 (35.0%) respondents placed “high density residential development” as the most important factor because such developments helped promote the “24 hour” concept, safety, and multi-use market activity (Birch, 2002; Leinberger, 2005; Oztel and Martin, 1998; Robertson, 1995, 2001; Wells, 2004).

The success of a downtown hinges on a number of factors that can sway not only how the downtown is perceived, but also how it is developed. For example, the most important factors (e.g. high density residential environments, pedestrian-oriented environments, educational establishments, and active retail scene) support a

“synergetic” environment where one factor works with another then builds upon another (Filion et al., 2004; Leinberger, 2005; McKnight and Kretzmann, 1993; Tyler, 1999). In this light, downtowns are viewed as places -- or rather destinations -- that are worthy of investment, public support, and political priority (Beauregard, 1986; Filion, 2006; Gad and Matthew, 2000; Gratz and Mintz, 1998; Kotkin, 1999). They rely heavily on a localized, small-scale, and diversified economic base that brings all kinds of people into the downtown on a regular basis (Florida, 2002; Ford, 1999; Gratz and Mintz, 1998; Jacobs, 1961; Perksy and Wiewel, 1995).

Conversely, downtown factors may also contribute negatively, opening a window for de-investment, decline, and public abandonment. As cited by 117 (48.1%) participants, the “presence of the retail mall” was the least important factor because it is not conducive to promoting the synergy associated with successful downtowns (Filion et al. 2004; Leinberger, 2005; Robertson, 2003). Coupled with parking (as identified by 48 (19.8%) participants), such “suburban type” developments tend to isolate pedestrian-based activity and street retailing (Filion et al., 2004; Kotkin, 1999; Jacobs, 1961; Robertson, 1995, 1999a).

These developments tend to detract from the historic charm and niche markets associated with successful downtowns and can ultimately impede revitalization efforts in downtown development as pointed out by Birch 2002; Leinberger, 2005, Robertson 1999b. Not surprising, all respondents [264] agreed the downtown’s physical environment must be of a character and quality that supports and adapts to retail and residential activity achieving a memorable experience and/or destination supporting research findings by Filion et al. 1996; Robertson, 1995; Leinberger, 2005; Wells, 2004. Responses to development and planning for downtowns echoed a support of smart growth principles that help foster central growth development (Wiewel and Knapp, 2005). As indicated by 45 (20.8%) participants, projects that are one-

dimensional/single-use and involve large capital investments are not conducive to such environments and are considered a detriment to mid-size city downtown revitalization.

### **6.7.2. University Contributions**

Universities' contribution to their host community and downtown revitalization entailed mainly an economic focus (Goldstein and Drucker, 2006; Hahn *et al.*, 2003; Meyer and Hecht, 1996; Reardon, 2001). Of the sample survey, 63 (27.4%) respondents indicated their community's university has a population of over 20,000 and is located under 3 km from the downtown (as cited by 134 (58.3%)). With such large populations, the importance of university expenditures is an easily recognized contribution as indicated by 52 (27.7%) of the 188 respondents. Economic stability, growth poles, multiplier effects, and revenue generation all are associated with a university's spending power -- especially as it relates to employment creation, building activity, and sports-related activity (Calder and Greenstein, 2001; Meyer and Hecht, 1996; Perry and Wiewel, 2005; Reardon 2005; Sherry, 2005; Wiewel and Knapp, 2005).

While economic contributions are considered the most important factor, 46 (24.5%) participants also recognized the human capital component (i.e. provision of knowledge and training of students). This component is also recognized in research carried out by Brukardt *et al.*, 2004; Harkavy, 1997; Holland, 2001; and LeGates and Robinson, 1998. It provides a competitive advantage because universities bring in and train a highly skilled and educated workforce (Fannie Mae Foundation, 2001; Lorinc, 2006; Prins, 2005; Reardon, 2005; Wiewel and Knapp 2005).

Given most responses are seen in a positive light in relation to economic and human/social capital contributions, some participants [10 (5.2%)] did indicate a disconnect of universities to their downtowns (i.e. insensitive campus development and lifestyle conflicts among downtown residents, businesses, and university students). This

survey result confirms the research findings of Calder and Greenstein, 2001; Lederer and Seasons, 2005; Perry and Wiewel, 2005; Wiewel and Knapp, 2005.

### **6.7.3. University Roles**

The most appropriate role of universities in downtowns was identified as “mutual learning” as cited by 135 (61.9%) participants (Boyer, 1990; Harkavy, 1997; Holland, 2001; Reardon, 2001, 2005). While learning was considered a key role, the economically based roles such as employment creation and entrepreneurial business development were also identified as important. Cisneros, 1995, Hahn *et al.*, 2003; and Rodin, 2005 identified these as important considerations as well. This economic role received further support by the majority of respondents [202 (86.0%)] who agreed that universities are “economic generators” for the downtown as a result of activities that they support (Adams *et al.*, 1996; Calder and Greenstein, 2001; Cisneros, 1995; Rodin, 2005). The majority of respondents [165 (70.2%)] also disagreed with statements that alluded to such activities as only catering and marketing to students rather than the entire community. Participants identified “leadership” as a factor that either enhanced or limited the roles of university (Burayidi, 2001; Dewar and Isaac, 1998; Harkavy, 1997; Holland, 2001; Keating and Krumholz, 1991; Palma, 1992; Prins, 2005; Rodin, 2005; Reardon, 2001, 2005).

Based on respondents’ explanations, it became apparent that university and community leadership is considered integral in supporting a community’s vision of downtown development; keeping the downtown as a political priority and on par with other city development and planning initiatives matter; and mobilizing people, capital, and resources to implement downtown projects is important (Burayidi, 2001; Dewar and Isaac, 1998; Healey, 2003; Harkavy, 1997; Holland, 2001; Prins, 2005; Rodin, 2005; Reardon, 2005, 2006).

While leadership was indicated as a limiting factor, “financial constraints” was considered the most significant [48 (24.9%) participants] in restricting university involvement in physical improvements (e.g. facility development, housing, and campus expansion) as well as “service-learning” (i.e. curriculum development), building construction, and campus expansion (Campus Compact, 2000; Cisneros, 1995; Fannie Mae Foundation, 2001; Holland 2001; Wiewel and Bronski, 1997; Wiewel and Leiber, 1998; Reardon, 2001, 2005; Sherry, 2005). Main factors that enhance a university contribution to downtown include both planning policy and zoning that are compatible to and flexible with the changing needs of the university population. Calder and Greenstein, 2001; Fillion, 2006; Perry and Wiewel, 2005; and Sherry, 2005 confirmed similar findings. These planning tools are considered important to support a mix of development activities within a confined/compact area that contributes to a downtown with a quality and character (Brown, 2003; Leinburger, 2005; Robertson, 2003; Wells, 2004).

#### **6.7.4. Community-University Partnerships**

Community-university partnerships are relatively new given that 139 (78.9%) of web-based respondents had been involved with such ventures between 1 and 7 years. (Cox, 2000; Fannie Mae Foundation, 2001; Holland, 2001; Rubin, 2000; Rodin, 2005). The scale of partnerships is primarily localized having an organizational structure consisting of equal community (i.e. city planners, local government, and economic development) and university (i.e. faculty and staff) representatives (Gray 1989; Huxham and Vaugen, 2000; Robertson 2003). As indicated by the majority of respondents, successful partnerships require diverse representation [154] where partners must state their goals explicitly [155] and be flexible in achieving them [164]. These elements follow the major principles of collaborative planning with respect to open communication having

an emphasis on personal and organizational development. Fainstein, 2005; Forester, 1999; Healey, 1997, 2003; Huxam and Vaugen, 2001; Gommès-Casseres, 1999; Innes and Booher, 1999; Lauria and Wagner, 2006; and Reardon, 2006 all report similar findings.

While many respondents felt that community should take a leadership role and expect one of facilitation for the university, the composition of partnership was equally regarded to mainly include the private sector (87.5%), city planners/local government (86.9%), and university administration (83.5%). The community role as leader garnered further support with the majority of surveyed participants [108] disagreeing with statements about university taking a lead role in such partnerships (Baum, 2000; Gray, 1998; Harris and Harkavy, 2003; Lauria and Wagner, 2006; Romano, 2006).

Financial constraints, university missions not supporting service learning/community outreach initiatives, and weak leadership were all considered the main barriers to community-university partnerships (Chaskin, 2005; Harkavy and Wiewel, 1995; Holland, 2001; Prins, 2005; Reardon, 2001, 2005). These barriers were further examined through a series of statements about collaborative partnerships, revealing that the capacity of partners (i.e. what they can do) is the most significant factor for ensuring success (Healey, 1998; Innes and Booher, 1999; Mattessich and Monsey, 1992). Building relationships, trust, and resource capacity among partners are not only the principles of collaborative planning theory, but were also considered the most important factors to community-university partnerships. These factors support research findings of Forester, 1999; Healey, 1997, 2003; Holland, 2001; Innes and Booher, 1999; Reardon, 2005; Wiewel and Lieber, 1998; Wiewel and Knapp, 2005.

In this light, the success of partnerships relies on individuals' ability to engage with others and communicate needs to build a strong foundation towards working on downtown revitalization in mid-size cities (Healey 2003; Robertson, 2003; Prins, 2005).

Many surveyed respondents believed that partnerships, within the mid-size context, are considered more accessible (39.7%), politically aware (23.5%), and intimate (22.1%) than those in larger cities -- all lending support towards relationship building.

Participants also indicated that being located in a mid-size city provided greater access to decision-makers who would mobilize resources to help implement initiatives relating to downtown planning and development (Brown, 2003; Ford, 1998; Kemp, 2000; Robertson, 1999a, 2001; Tyler, 1999).

#### **6.7.5. *Strategies and Advice***

Results to identify the strategies and advice to ensure successful partnerships are consistent with literature review findings. While relationship building and accessibility are considered important factors to make or break a university-community partnership, most surveyed participants felt that leadership was the most important. Baum, 2000; Chaskin, 2005; Cox, 2000; Ettlinger, 1994; Fannie Mae Foundation, 2001; Reardon, 2005; Wiewel and Lieber, 1998; and Wiewel and Knapp, 2005 also found similar findings. Strong leadership, as considered by 67.2% web-based surveyed participants, did not only help establish and strengthen connections between community and university but mobilized those resources necessary in taking initiatives from the drawing board to fruition. If leadership is weak, communication breakdowns are more likely to occur leading to mistrust and alienation amongst community and university members (Checkoway, 1997; Forester, 1989; Healey, 2003; Martinez, 2000; Rogers et al., 2000).

Telephone survey participants also believed that weak leadership is a detriment to relationship building especially in supporting service-learning opportunities. Such opportunities bring students and faculty together with community members on a number of downtown projects (Boyer, 1990; Cisneros, 1995; Holland, 2001; Harkavy, 1997;

Martinez 2000; Rodin, 2005; Thomas, 1998). The ongoing commitment of the university to community outreach and facilitation are essential to promoting good will amongst all partners. These findings support the work of Chaskin, 2005; Holland, 2001; Reardon, 2001, 2005; Wiewel and Guerrero, 1998; Thomas, 1998; and Rubin, 2000.

#### **6.7.6. *Benefits to Downtowns from University and Community Collaborations***

Collaborative efforts involving the university and community have resulted in a number of benefits to the downtown. Many mid-size cities (e.g. State College, Chapel Hill, Florence, Cambridge, Alabama, Ann Arbor, and Madison) benefit economically, as well as culturally and socially. Due to the close proximity of a university to downtown, a ready and steady source of patrons (e.g. students, faculty, and/or staff) is available. While the university contributes substantially to the economy, its positive impacts downtowns are found in many other ways ranging from human capital to cultural developments (Brukardt, et al. 2004, Harkavey, 1997; Legates and Robinson, 1998).

Survey results further suggest that the presence of a university, by itself, is not the only deciding factor in determining downtown excellence. Of equal importance are strong leaders who are able to mobilize resources to develop/implement appropriate policies and strategies that takes advantage of pedestrian-based activity, niche markets, tourism, well-preserved historic districts, and natural features found within the downtown (Filion et al., 2006; Robertson, 1999). While success has been noted in downtowns that do not have university, survey respondents felt that partnerships between university and community would be beneficial to downtown revitalization.

Collaborative partnerships between community and university are required to build not only strong leaders but a vibrant downtown as well (Brown, 2003; Kemp, 2000; Tyler, 1999). Together, benefits to the downtown are soon realized. This research clearly illustrates that collaborative partnership helped push the downtown agenda

politically by showing leadership and representing all parties involved in the downtown. Cisneros, 1995; Harkavy, 1997; and Wiewel and Guerrero, 1998 found similar research findings with their community-university case studies.

In addition, these collaborative ventures helped to resolve issues between university and community such as leadership, competition, and university mission statements. They led to a number of successful initiatives that benefited the downtown, ranging from small-scaled projects such as street art sculptures to large-scale ones such as the development of campuses and hotel/conference facilities. Collaborative planning between university and community partners shows great promise in either mitigating issues relating to student lifestyle or developing theatres, museums, telecommunications, and housing (Harkavy and Wiewel, 1995; Holland, 2001; Prins, 2005).

## **6.8. Summary**

The research findings lend support to the theoretical and practical propositions relating to collaborative planning, downtown revitalization, and the roles of universities. A number of factors influence the degree of success for downtowns and revitalization attempts. These factors -- ranging from pedestrian-oriented environments to climate -- gauge not only the way downtowns are perceived, but also how they are developed. Downtown strategies, therefore, need to address these factors by mitigating the negative ones and celebrating the positive. These attempts must create synergy that contributes to the uniqueness of social, economic, and cultural experiences that downtowns can offer - memorable and desirable destinations.

Universities' contributions to their host communities are achieved primarily through economic and human capital development. However, the type and magnitude of contributions are dependent on how well connected a university is with its local

community. This connection also holds true for a university's role. University roles vary from economic development and skills training (activities that they support for educational purposes) to leadership and facilitation (activities that they support for both educational and community engagement). The community-university partnership, while relatively new, is well established.

With respect to collaborative planning theory, these partnerships follow the main elements such as developing mutual trust and respect, resource capacity building, mutual learning, diverse representation of partners, and flexibility in establishing and communicating the goals and needs of partners. However, these partnerships do not escape the issues associated with collaborative planning such as overcoming divergent goals, establishing trust, and securing resources. Within a mid-size city context, these issues and opportunities are more readily known as the relationship of partners are more intimate, with greater awareness and accessibility to one another. This intimacy could hold promise to overcome issues associated with collaborative planning such as overcoming divergent goals and securing resources.

As fewer partners are involved and are known to each other, in the mid-size city, there is a greater opportunity to communicate with each other bringing out and working on partner's issues, concerns, and needs. To ensure that such matters are dealt with accordingly, strong leadership is required by all partners to ensure that communication breakdowns amongst partners are limited, and that connections among them remain strong, flexible, and open. The benefits to downtowns resulting from university and community are undeniable. Their range in leading revitalization is wide from large-scale projects such as campus development (e.g. UW School of Architecture) to small-scale ones relating to streetscape art projects (e.g. Mansfield, Ohio). Despite the level of engagement and/or scale of projects, collaborative partnerships between university and community were instrumental in helping with downtown revitalization efforts.

## Chapter Seven: Conclusions

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This dissertation set out to answer questions about university roles in downtown revitalization and collaborative partnerships between community and university. Collaborative planning theory was used to help conceptualize this research by providing further insights into the dynamics, nature, and roles of these “town-gown” partnerships. The research objectives involved the following: i) expanding collaborative planning research on community-university partnerships; ii) testing of collaborative planning theory with respect to its process of mutual learning and relationship building; iii) providing new insights into the dynamic and nature of collaborative community-university partnerships; and iv) identifying issues and opportunities associated with these relationships and how they contribute to downtown revitalization.

Community-university partnerships continue to grow, helping to meet the challenges and complexity of downtown planning issues as well as decreasing resources in the public sector. However, little empirical research is available on the role of universities in downtown revitalization initiatives, especially in mid-size cities. The literature about community-university partnerships is limited to documenting the success of such ventures through either specific case studies or isolated/one-time events. Given the review of the available literature, universities appear to be playing an important role in downtown revitalization.

This research provided new insights into the collaborative nature of the community and university partnership. The knowledge gained from this research provides further understanding of the implications for planning by informing planners and

policy-makers about how these partnerships can facilitate downtown revitalization. This chapter discusses dissertation findings and its implications to planning theory, planning practice, and recommendations for future research.

### **7.1. Conceptual Framework**

Using a conceptual framework, collaborative planning theory was used to help determine universities' role(s) in downtown revitalization and collaborative planning partnerships between university and community within the mid-size city context. Various methods were employed to collect data such as a literature review, field research, a web-based questionnaire survey, and telephone interviews. The strength of this mixed-method approach lies in its "triangulation" of multiple sources of data (Babbie, 1990; Jaeger, 1988; Palys, 2003). By combining methodologies, the potential of multiple perspectives and validity of data is realized (Palys, 2003).

The literature review and fieldtrip research undertaken for this thesis provided the foundation in understanding the history of urban revitalization, the mid-size city structure, downtown factors, and strategies to revitalize downtowns. Because of the limited literature about university-community partnerships and downtown revitalization of mid-size cities, a web-based survey and telephone questionnaire survey were used also as an instrument to gather data on downtown revitalization, role(s) of universities, universities and downtown revitalization, community-university partnerships, as well as strategies and advice. An email database was created using a target sample of 800 community and university representatives. This sample was subdivided further by selecting 720 participants for the web-based questionnaire survey and the remaining 80 for telephone interviews.

The web-based questionnaire and telephone interview surveys generated a response rate of 37.5% and 27.5%, respectively. The response rate, especially for the

web-based survey, is considerably higher than those normally found in web-based surveys (usually 5-10%) due primarily to a number of tactics employed for this survey (Dillman et al., 2001; Jackson and Furnham, 2006; Rea and Parker, 2005). These tactics included an updated email database, design and format of the survey instrument conducive to web-base surveying, and follow-up email reminders for participants.

Upon reflection, the conceptual framework worked extremely well in providing the researcher with insights on community-university partnerships, mid-size cities, and downtown revitalization. By incorporating a variety of methods for data collection, the researcher could compare/contrast various responses from the field trip, web-based questionnaire, and telephone surveys -- identifying common themes and patterns that speak to issues and opportunities arising from the universities' role(s) in downtown revitalization and community and university relations.

While the conceptual framework helped answer the research question and objectives as spelled out in the research agenda, some considerations are noted should this type of study be revisited. The sequence originally proposed for data collection methods (i.e. field research, web-based survey, and telephone interviews), might have served this research better if the field trip research has been conducted after the web-based survey and telephone interviews. Although the web-based survey provided sufficient qualitative data, it nevertheless was difficult for the researcher to discern and extrapolate respondents' views because a point of reference was neither available nor made clear -- it simply was not made part of the survey instrument.

Because of this issue, the web-survey might have served more effectively as a tool in gathering mainly quantitative data to help identify common themes and patterns. Once this data was collected, a case study approach could be undertaken that incorporates field trips and key informant interviews. This approach would provide the researcher with background information so that he/she could better understand the

reasons behind the concerns and opportunities faced by community and/or university representatives.

With respect to the web-based survey, the volume of information that can be collected is another point of consideration. While information gathered by the web-survey was welcomed, its volume was extensive resulting in a daunting task of sorting and analyses. The web-based survey proved to be a powerful instrument that provided participants with an appropriate venue to present issues and perceptions about community-university relationships and downtown revitalization. However, it is recommended that such surveys be succinct to ensure that information remains manageable, timely, and representative.

## **7.2. History of Urban Renewal and Revitalization**

The history of urban renewal and revitalization illustrates the prevailing thoughts and influences behind such efforts. Planning thought has shifted from design (based on scientific and engineering doctrine) to process (based on social science concept). Urban renewal and related strategies have become synonymous with modern principles of order and efficiency. During this time, professional planners and academics guided their decision-making through technical rather than political rationality (Friedman, 1987; Sandercock, 1998; Forester, 1999).

The degree of success in downtown revitalization is dependent on a number of challenges ranging from economic shifts (local and global) and political agendas to changes in consumer taste and preferences. For the most part, unsuccessful attempts have focussed on economic renewal and physical improvements such as indoor retail mall development and large project generators (e.g. stadiums, multiplexes, and casinos). Slum clearances were undertaken to free up congestion and accommodate increased demands of traffic leaving some downtown residents either displaced or homeless.

The mindset of pitting downtown against suburbs resulted in large retail development in the downtown that, for the most part, failed (Filion *et al.*, 2004; Filion, 2006; Robertson 1999a). This failure is due to poor leadership that did not take into account local needs and the ability to mobilize resources, people, and visions for the downtown (Chaskin, 2005; Harkavy and Wiewel, 1995; Reardon, 2005; Robertson, 2003). However, some revitalization attempts did work, namely those that had strong leadership and broad-based support to focus vision. Not only did these downtowns embrace their local traditions and amenities, they capitalized on them. In so doing, they provided interesting, eclectic, synergetic, and multi-functional downtowns -- a stark contrast to the suburbs (Barnett, 1995; Birch, 2002; Filion, 2006; Gratz and Mintz, 1998; Tyler, 1999). Other strategies focussed on changing demographics and economics by aligning housing, retail, and commercial development to meet the demands of the creative class, echo boomers, and older baby boomers of the new knowledge-based economy (Birch 2002; Florida, 2003; Ley, 1996; Palma 2000).

### **7.3. The Mid-size City and Downtown Revitalization**

No single definition can adequately describe the mid-size city. However, the following common characteristics do exist (Bunting *et al.*, in progress; Filion *et al.*, 2004; Filion, 2006; Robertson, 1995, 2001; Wells, 2004):

- a dispersed urban form due to a low population density, high auto-based accessibility, and poor transit,
- a “sense of place” celebrating the suburban lifestyle and “small town feel”, and
- downtown decline.

Mid-size cities are faced with challenges ranging from a lack of retailing to declining populations. The downtown of such cities, in particular, is being continually stripped of its symbolic role (i.e. centre of everything) and function of retail/commercial activities. Its decline is fuelled by de-investment in the core area, weak public transit,

suburban development (e.g. housing and retail), and public supported infrastructure that supports the ongoing use of affordable private vehicles (Filion et al., 2004; Filion, 2006; Fillion and Hoernig, 2003; Seasons, 2003).

However, successful downtowns do exist in mid-size cities that share common features, such as high levels of pedestrian activity, temperate climate, strong tourist appeal, well-preserved historic districts, and the presence of large institutions (Filion et al. 2004, Filion, 2006; Lederer and Seasons, 2005). For the most part, the success of a downtown in mid-size cities hinges on a number of factors that can sway not only how the downtown is not only perceived but how it is developed. Pedestrian-oriented environments, educational establishments, and an active retail scene are considered important factors that support a “synergetic” environment making downtowns a destination of memorable experiences (Filion, 2006). In contrast, suburban style development such as retail malls and parking are viewed as negative factors because they isolate pedestrian-based activity and street retailing -- blighting the character and quality of downtowns and, subsequently, making the experience of a downtown as a destination as less than memorable (Filion et al. 2004; Leinberger, 2005; Tyler, 1999).

The research findings lent support only to not these downtown factors but further suggest that high-density residential development is another key to unlocking the potential of downtowns. This type of development encourages a pedestrian-oriented environment while promoting the “24 hr” concept, safety, and niche markets - all factors associated with successful downtowns (Birch 2002; Palma 2000). Suburban type developments such as retail malls and automobile parking infrastructure are considered detriments to downtown -- they need to be weighed against downtown revitalization plans. Downtowns must be treated and viewed as destinations to provide memorable experiences to both residents and visitors.

#### **7.4. University and their Role(s) in Downtown**

Universities provide numerous employment, development, cultural, and business development opportunities (Boyer, 1990; Fannie Mae Foundation, 2001; Harkavy, 1997; Holland, 2001; Reardon, 2001, 2005). Moreover, they provide opportunities to educate and disseminate research findings to improve “community” and propel efforts of revitalization (Cisneros, 1995, Hahn et al., 2003; Reardon, 2005, 2006; Rodin, 2005). They are proven to be powerful economic generators and growth poles for local areas such as downtowns (Meyer and Hecht, 1996). In the U.S., the university’s primary role in the downtown entails redevelopment/rehabilitation in surrounding housing stock (faculty, staff, and students) and the provision of affordable housing loans (Perry and Wiewel, 2005; Reardon, 2005; Wiewel and Knapp, 2005). In Canada, university involvement for urban regeneration is on a much smaller scale, providing either satellite campus or off-campus facilities with an anticipation of economic spin-offs resulting from such activities (Charbonneau, 2002; Lorinc, 2006).

For the most part, a university engages with community because of selfish reasons (i.e. self-preservation), academic inquiry (i.e. contributing to the broader knowledge base of urban revitalization), and civic responsibility (i.e. helping individuals and community). Tensions accompany such partnerships, particularly when partners misrepresent themselves; cultures and lifestyles conflict; lower income residents are displaced; and funding opportunities to carry out research objectives are limited (Bok, 1982; Cisneors, 1995; Fainstein, 2000; Healey, 2003; Innes and Booher, 1999a, 1999b; Robertson, 2003). To help resolve these tensions, university administrators and community leaders need to work together to provide strong leadership, keeping ongoing dialogue between partners, and mobilizing of resources (Baum, 2000; Harkavy, 1997; Holland, 2001; Rodin 2005; Reardon, 2005).

The research from this study illustrates that universities contribute to their community primarily through the following two ways: economic development and human capital investment. Downtowns can (and have) enjoy and capitalize on the economic stability, growth poles, and revenue generation, all associated with university spending power. Similarly, the human capital side brings opportunities for downtowns and community to take advantage of the training and education of students (e.g. providing a niche market of highly skilled individuals) as well as the spin-offs of cultural and entertainment venues associated with university (e.g. museums, lecture halls, galleries, restaurants, and liquor license establishments). However, caution must be noted especially around lifestyle conflicts between students and permanent community residents as well as insensitive developments associated with university growth and expansions.

Universities taking a facilitation role for community outreach and mutual learning as these research findings suggest can be achieved by mitigating such matters. Coupled with their economic role in employment creation and entrepreneurial business development, universities can offer beneficial and mutually rewarding partnerships to downtown revitalization. While financial consideration is integral to physical development and service learning, these partnership roles are bounded by the type of leadership (e.g. weak or strong) that influences the range of support in guiding people and resources towards downtown revitalization initiatives (Reardon, 2005; Wiewel and Knapp, 2005).

### **7.5. Community-University Partnerships**

Community-university partnerships are continuously faced with a number of barriers such as financial/funding constraints, weak leadership, and capacity of partners (Fannie Mae Foundation, 2001; Healey, 2003; Holland, 2001; Wiewel and Knapp, 2005).

Therefore, these partnerships need to be continuously nurtured to ensure that representation is equal and open communication is established (Innes and Booher, 1999; Lederer and Seasons, 2005; Mattessich and Monsey, 1992; Sherry 2005). Within the mid-size city context, the ability for partners to engage more freely is apparent because they are more readily known and available to each other unlike their counterparts in larger urban centres. Through strong leadership, relationship building, accessibility, and open lines of communication issues of mistrust and alienation amongst partners are limited (Forester, 1989; Healey, 2003; Leinburger, 2005; Robertson 2003).

Planners can apply their collaboration skills to help involve university and community representatives in the decision-making process for downtown revitalization. They especially need to be aware of the ways their partners (and themselves) exercise power -- whether subtle or overt -- and how others perceive it. Planners also must be willing not only to celebrate the success leading from a partnership, but to learn from mistakes as well. In so doing, planners can work with partners in creating procedures that aid communication, decision-making, and informed consent.

A community-university partnership helps to connect partners' needs with that of the community. By working collaboratively, partners can leverage assets from each of their respective organizations as well as support connections between higher education and larger community. These partnerships provide new opportunities for the local downtown by allowing faculty to apply their research expertise to real world problems. By fostering a culture of inquiry, these partnerships develop new and improved ways of data gathering and analysis.

Universities also stand to gain by fostering collaboration between faculty members and community organizations. Faculty members can expand their research agenda by applying their expertise, skills, and knowledge to solve urgent real-world challenges. Through civic engagement, a community can reap the rewards of university

involvement in downtown revitalization by having academics serve on boards of directors, prepare funding and grant proposals, and connecting university faculty, staff, and students to real world issues.

## **7.6. Extension of Planning Theory**

The research findings provide some new insights into collaborative planning theory (CPT) that can be transferred to other similar situations involving community-university partnerships. Within an institutional setting, the application of CPT helped illustrate the importance of mutual learning and relationship building by members who either have or are involved with a community-university partnership. These partners can help to change, develop, and revitalize downtowns through commitment and leadership. For planning theory and practice, collaboration is a key factor. This research supports such a contention. Survey participants alluded that collaboration was essential to their overall satisfaction and success when engaging in community-university partnerships.

Although CPT suggests that collaboration will help “level the playing field” amongst partners’ roles within a partnership, this research found it was not the actual roles that needed to be assimilated but rather the weight placed on each of the partners’ roles. Surveyed participants recognized that partners do have varying degrees of political power, skill, and resource capacity and, therefore, their roles in a partnership should reflect this reality. The weight of such roles, however, needs to be considered by all partners as equal. As suggested by this research, the planning process in building vision, capacity building and negotiating outcomes can be led by community and facilitated by university partners -- two very different roles, yet weighted equally.

This research also demonstrates the challenges faced in collaborative process such as overcoming divergent goals, trust issues, securing resources, and capacity building amongst partners (Diduck, 2004; Innes and Booher, 1999; Takanashi and Smitty, 2001).

Despite these challenges, collaborative planning is viewed still as a positive approach to build a community-university partnership. The use of collaborative planning to downtowns is appropriate especially in settings where collective action is necessary to help provide resources toward revitalizing ailing downtowns. It is even more necessary during times where federal, provincial (state) action is limited and cooperation is low.

### **7.7. Lessons for Planning Practice**

Shifting economies from local to global have breathed some new life in downtowns that were waiting to exhale. With the lessons learned from the past (i.e. pitting downtowns against suburbs, favouring automobile over pedestrian traffic, and fostering dispersed rather than compact development), new approaches to downtown revitalization will be required to capitalize on local features such as the presence of a university in a downtown (Filion et al. 2004; Filion 2006; Reardon, 2001, 2005; Rosan, 2003; Wiewel and Knapp, 2005). In doing so, roles, resources, processes, limitations, and opportunities can be identified to ensure a strong and healthy approach to planning (and perhaps, educating) so that downtown revitalization is achieved. For planning practice, a number of considerations are soon realized for planners, faculty members, and university administration.

For downtowns, planning policies need to encourage pedestrian-oriented environments that allow for a maximum exchange of people, goods, and services – creating synergy that fuels activities for memorable experiences (Filion et al. 2004; Leinberger, 2005). Through niche markets, local business entrepreneurs can contribute to the downtown experience by offering a wide array of venues, goods, and services (Gad and Matthew, 2000; Leinberger, 2005; Robertson, 2001). In addition, design guidelines and controls not only need to encourage such environments but also need to

provide authentic development that celebrates the local history and culture of the community (Leinberger, 2005).

Decision-makers and stakeholders in downtown revitalization, therefore, need to implement and take advantage of policies, strategies, and even, legislation that supports these initiatives. Strategies based on smart growth principles such as localized and centralized development can encourage synergetic environments that add well to the downtown (Wiewel and Knapp, 2005). The Province of Ontario, for example, recently passed legislation (Places to Grow Act), on June 13, 2005 that ensures plans reflect local perspectives and balanced approaches to growth (Province of Ontario, 2005). Having a focus on intensification and compact development, this type of legislation coupled with smart growth strategies can help promote healthy and vibrant downtowns.

A planning process for downtown revitalization must be adapted to suit all needs by providing alternative venues for discussions and decision-making (Holland, 2001; Vaidyanathan and Wismer, 2005). In doing so, groups and individuals are empowered to make changes contributing to the overall health of the community. Through meaningful consultation with the downtown groups and individuals, social issues can be (better) addressed. Revitalization strives for health and stability and inequity hinders such efforts. Strategies must encourage partnership development to support a broad-based constituency and agenda for change. Through community mobilization, players in revitalization can be identified to help leverage activities, investments, and resources (Harris and Harkavy, 2003; Holland, 2001; Robertson, 1995). Structured public meetings held in government corporate offices do not suit all groups and become barriers to many. Building a network of organizations and having all groups and individuals represented in decision-making are fundamental components of revitalization and planning (Healy, 2003; Lederer and Seasons, 2005; Leinberger, 2005).

### **7.7.1. Planners**

Along with city officials/leaders, planners should provide alternative venues to hold discussion and engage in meaningful work. The lessons learned from the past attempts suggest that revitalization needs to be approached with cautious optimism. Planning for downtown revitalization is a slow, cumbersome, and tricky process requiring a considerable amount of time, resources, and patience.

Planners, therefore, must draw from a number of planning theories and other disciplines to map out a process and plan for their downtown -- each unique and different. They need to recognize how institutional context, organizational roles, and partners' responsibilities all influence the way problems are shaped and framed, how goals are defined, and how others perceive them. The use of collaboration should fit into a planner's downtown revitalization toolbox (e.g. land-use policies, zoning regulations, organizational development, strategic development, design guidelines, facilitation/mediation techniques, use of technology, networking, and granting guides/programs). Planners need to be sensitive to what role they play as a facilitator, an educator, an advisor, a technical expert, or an authoritarian. Supporting the work of Forester, Friedmann, Healey, Hoch, Hudson, Innes, and other planning theorists and practitioners, planners must handle different roles at any given time of the planning process -- this holds especially true for those processes adapted for downtown revitalization.

For planners to be involved in downtown revitalization and "town-gown" partnerships, they need to be the "stewards" who support collaborative interactions among people, places, and institutions. By honing their interpersonal, teaching, facilitation, and negotiation skills, planners can be the sounding board for diverging public/private opinions helping to distinguish between fact and fiction. When disputes arise, planners need to be able to articulate how to frame an issue, reach consensus,

and all the while, grant legitimacy to all those players involved in the planning process. Because planners are able to look comprehensively at the whole downtown, they are able to understand and articulate the trends and practices of the community.

Planners need to be able to handle a number of roles such as listening, educating, facilitating, mediating, advocating, communicating, and organizing. They need to work with partners helping them to discover and acknowledge what matters most as well as helping to address their concerns. They need to involve themselves in all opportunities relating to downtown development/revitalization whether it is serving as members/volunteers in local interest groups and chamber of commerce or attending trade shows and other special events.

Planning education and training can help meet the needs in executing such roles. Today, more and more universities are introducing the importance of the “softer” skills relating to effective communication, interpersonal skills, and collaboration. For example, the University of Waterloo recently approved “The Sixth Decade Plan” to help faculties and administration not only to advance its mission of social and academic relevance but also to be flexible and able to respond as opportunities and challenges arise. This plan places importance on teaching and research that is not only innovative and experimental in learning but also involves both classroom and real-life experience.

Planning education and training also will need to introduce some aspect of community engagement and/or service learning aspect into their curriculum to prepare students in better understanding and dealing with real-world issues -- especially those ones relating to downtown revitalization. By exposing students to diverse community issues and actively engaging with the community, students are given practical applications of textbook lessons in a real-life context (Dewar and Issac, 1998; Kotval, 2000; Reardon, 2006, Bromley, 2006). They can understand the issues and opportunities of the downtown leading to a greater understanding of “what makes the

downtown tick”. Through collaboration and open communication, planners can help reduce the possibility of misinformation, manipulation, and inequity amongst partners. This holds especially true when trying to engage university with community (and vice versa).

### **7.7.2. Faculty Members and University Administration**

To build and strengthen community-university partnerships for downtown revitalization, connections are required both on and off campus. Maintaining such relationships is a challenge because they require continuous nurturing to support a collaborative process -- a process involving people with divergent views about how the downtown should be revitalized and/or to the degree a university should be involved.

This research provides new insights to a growing body of knowledge about service learning and the role that a university could play in educating and developing community -- especially in support of downtown revitalization. It challenges universities to broaden their missions towards becoming “engaged” campuses supporting not only what is important to them within their own domain but outside as well (i.e. their host community). Because university-community collaborations are specific to localized areas, programs and initiatives for downtown revitalization must fall with a university declared mission.

If faculty members are to take on a facilitation role in downtown revitalization as suggested by these research findings, they must be willing to extend their knowledge and skills and build connections with community partners where planners can play a significant role (e.g., collaboration, facilitation and stewardship). However, university administration must also support initiatives and make connections more plausible by offering incentives such as stipends, use of facilities, and service-learning credits that are on par with other research and teaching. By allowing university members to work

with community, not only are connections between them made stronger but also differences can be (more) readily realized and dealt with accordingly.

To be sustaining, community-university partnerships must be mutually beneficial having a clear focus where members share a sense of responsibility and ownership. When establishing a collaborative undertaking, individual goals need to be recognized and legitimized. We learned from the questionnaires that collaborative work with the community can offer faculty members new intellectual challenges and learning opportunities in curriculum development and teaching practices.

Communities stand to benefit from the skills, knowledge, and service of professionals who have dedicated careers to public service. However, the degree of collaborative effort with universities (i.e. faculty, staff, and students) depends on an institution's culture, discipline, and its level of support to community engagement and outreach. For example, some faculties grounded in a social science discipline (e.g. professional schools of Planning and Architecture and/or Liberal Arts Colleges) have a tradition of community engagement embedded in their academic discourse, pedagogy, and research. Therefore, they are better suited in establishing town-gown relationships because of a research experience grounded in the "soft sciences" with an emphasis of studying humanity, arts, culture, and society (Bromley, 2006). This focus is unlike their counterparts based in natural "hard" sciences disciplines (e.g. biology and mathematics) whose area of research has an exclusive focus on objective aspects of nature where community partnering is rarely undertaken and/or required (Bromley, 2006).

If universities also only reward individual intellectual entrepreneurship rather than supporting joint ownership of collaborative ventures, programs associated with such ventures are not only limited but marginalize faculty members who choose to engage in such work. To help strengthen the connection between community and university, a coordination body (e.g. a university-community relations department) could be

established to oversee grant-funding opportunities, to deal with town-gown issues, to create student engagement opportunities for field projects, and to connect faculty across academic units, and coordinate the administrative operations.

### **7.8. Policy Considerations**

This research confirms the growing trend of institutions becoming involved with mix-use development of business and housing that goes beyond their property boundaries to help lure students and faculty. Those downtowns having a close proximity of a university enjoy the economic spin-off benefits associated with research, teaching, and administrative activities. Universities have a meaningful impact on jobs and business growth -- the purchase of goods and services, employment, developing real estate, creating business incubation, building networks and workforce development. While their economic contributions are impressive, universities are equally strong in their support of human capital (e.g. providing highly trained and skilled students, researchers, and faculty). Universities also support cultural development. Their campuses are repositories for museums, performance halls, sport venues and other attractions.

By creating, supporting, and encouraging stable and healthy communities and, in particular, the downtown, a community's quality of life can be enhanced. However, universities risk alienating their host community without involving the community. When that happens, a university can become a "detractor" rather than an "attractor" of economic, social, and cultural development. Working in isolation perpetuates issues of competition, lifestyle conflicts, and unrealistic expectations between university and community representatives.

As universities accept their roles as downtown planners/developers, they soon realize the need to participate in the planning game and know what role they need to play (Bunnell and Lawson, 2006). One way, as this research illustrated, is through

partnerships. Community-university partnership can be of great value on issues such as economic growth, housing, education, quality of life, and development/revitalization opportunities. If the university and/or community are interested in partnering for the betterment of the downtown, a number of **policy considerations** should be noted. These policies can be viewed as guiding principles to assist those individuals interested in pursuing community-university partnerships in the context of downtown revitalization:

**Policy consideration #1**

***Community governments need to incorporate universities in short and long-term downtown revitalization strategies of their cities. Similarly, university administrators need to create and support mission statements of service learning and development strategy with regard to the surrounding community.***

As shown in this research, universities offer human, physical, and financial resources to downtowns, especially to those struggling to revitalize their economy and improve their quality of life. Specifically, survey respondents from the web-based questionnaire placed importance on university expenditures [52 (27.7%)] and the provision of knowledge and training of students [46 (24.5%)]. If a university (i.e. administration, faculty members, and/or students) wishes to engage with their host community, whether for academic (e.g. research/teaching) and development (e.g. revitalization) purposes, a number of considerations must be weighed carefully so benefits to the downtown are realized.

Considering university involvement with plans and development of the downtown, planners, community members, and/or university administration need to first determine what type of development and level of involvement is appropriate for the university, and the community as well. A university's ability to engage with the community is dependent on a number of factors such as academic discipline, culture, and mission statement (Bromley, 2006; Harkavy, 1997; Lederer and Seasons, 2005; Reardon, 2006).

Community engagement, while challenging, can be overcome. Commitment to collaboration often means making substantial change in how a university conducts business both on and off campus. As shown in this research, community and university partners need to convene university presidents and community leaders/representatives to help identify and further development opportunities. Web-based survey respondents (67.2%) support this contention. Such partnerships can help create a university-community liaison office with a high-level coordinator who can help oversee and advance collaboration and downtown revitalization efforts.

Community-university partnerships have also been a tool for the university to share with the public its resources and values inherent in a university's mission (i.e. teaching, research, and service). Through collaboration, universities along with other agencies, community residents, and other stakeholders can determine linkages and strengthen their positions in program and policy decisions for the downtown.

Universities need to clarify missions and relate the work of their faculty that is more directed to the realities of contemporary life. The potential for successful lasting partnership is determined by the educational forces and resources of the university, and needs of the community. If universities want to engagement with community, they need to modify their position as experts and not separate themselves from the real issues and problems facing surrounding communities.

### **Policy Consideration #2**

***Downtowns provide citizens with a central forum -- a place to connect with business, government, and other citizens. For the mid-size city, they must be planned and governed accordingly with great care and consideration.***

This research has shown that downtowns of many mid-size cities are in a constant state of flux. Downtowns continue to be an important place within the city fabric. Its success involves a number of factors such as a mix of activities and services,

walkable environments, unique and authentic architecture that vary in age and condition, and a dense concentration of people and activity. Not surprising, all survey respondents [264] agreed that downtowns must instill a quality and character that support such factors. Whether they are in a state of decline and/or growth, many people continue to view the downtown as a place to visit, shop, recreate, and live. These downtowns require people - partnerships - who are willing to take the lead in downtown planning and revitalization (Fannie Mae Foundation, 2001; Leinberger, 2005; Robertson, 1997; 2003).

Having a desire to improve the quality of life for individuals, families, and communities, community-university partners can help conceive programs and strategies that not only deliver crucial services but address a range of complex problems. They can support downtowns that serve more than one purpose, whether government services, retailing, tourism, recreation, housing, and cultural establishments. These partnerships can help leverage public and private investments to encourage local entrepreneurship enterprise and small business diversification.

Planners can also provide leadership and expertise to these partnerships helping to shape a downtown agenda. Planners can advise community-university partners because they are able to look entirely at the downtown's spatial form (i.e. complete picture), understand interactions amongst people, places, and institutions, and articulate community trends and practices. The interpersonal, collaborative, and negotiation skills of planners allow them to facilitate discussion amongst partners - dealing with disputes as they arise. Planners are experienced in goal setting, consensus building and know how to work with people (i.e. community members, government agencies, and university administration).

### **Policy consideration #3**

#### ***Community-university partnerships require continuous nurturing that involves funding, communication, and time.***

Government agencies and a university's administration must be willing to provide funding for community-university partnership that focuses on community driven research and engagement. University administration, in particular, can incorporate outreach in the curriculum and provide incentives such as stipends for community research. In addition, they can acknowledge the value of community research and engagement by offering faculty members concrete rewards, either through annual faculty performance evaluations, or promotion and tenure applications.

As found in this research, partnerships are more easily recognized and intimate within the mid-size city context. Specifically, many surveyed respondents believed that participants are more accessible (39.7%), politically aware (23.5%), and intimate (22.1%) than those in larger centres. Nevertheless, they do not exist in a vacuum. Communication remains important especially during initial meetings to identify common issues and possible resolutions. Community-university partnerships can be forged in any downtown that wants it. However, successful community-university partnerships acknowledge and incorporate the participatory efforts of all stakeholders. These partnerships require open communication that involves a two-way approach to knowledge development and transference (Bromley, 2006; Lederer and Seasons, 2005; Reardon, 2006; Wiewel and Lieber, 1998).

Community-university partnerships involve hard work. Community practitioners and faculty can easily be lulled into focusing on their daily work and ignoring the latent potential of collaboration. Time is required to allow faculty and community practitioners to connect through communicative/collaborative efforts. Through collaboration, community and university partners are able to consider how each other either subtly or

overtly exercises power and is perceived. Over time, trust is fostered that allows a willingness to learn from each other. In so doing, partners gain understanding and create procedures that aid communication, decision-making, and informed consent. By supporting connections between higher education and larger community, accessibility between community and community partners can be more easily achieved (Boyer, 1990; Cisneros, 1995; Harkavy, 1995; and Reardon, 2006).

Universities stand to gain by fostering collaboration between faculty members and community organizations. Faculty can contribute to the local community by applying their research skills, knowledge, and expertise to real world problems. University faculty can embark on and embrace opportunities of civic engagement by serving on local downtown committees, helping with grant writing, and connecting students to real-world issues. Downtowns also benefit from such collaborations. University administration can help foster a culture of inquiry by developing new and improved ways of data gathering and analysis, strategies and other revitalization initiatives, and funding opportunities. It is important that knowledge is disseminated to a wider audience. Research, policies, development strategies, and plans must be analyzed and results presented in a professional manner through community-university venues. In so doing, downtown initiatives and planning can be better understood ultimately leading to greater community support.

### **7.9. Future Research Considerations**

The goal of this research is to better understand the roles that university and collaborative partners play in revitalizing downtowns. Factors such as resource capacity and mutual understanding are found to be key factors in ensuring the success of collaborative partnerships. Prior to implementing a process for downtown revitalization, planners need to first understand contextual factors and what planning methods are

applicable to them. Moreover, they need to appreciate the level of leadership and degree of resource capacity that are required in contributing to the success of collaborative partnerships.

Greater contributions to planning theory development and practice would necessitate a number of future research considerations. First, a case-study approach should be undertaken that thoroughly examines the relationship of a university within the context of its host community. This approach would provide researchers with a better understanding of how local factors (i.e. demographics, history, politics, economics, and society) influence partnership development, perception, and the roles of universities in downtown revitalization. This research only focused on community representative groups such as local government, planners, community-based agencies, student unions, volunteer groups, and neighbourhood associations. Expanding representation on the “community” side of the town-gown partnership equation by including individual community members is another research consideration. In so doing, new community perspectives on town-gown relationships can be further articulated.

A third consideration is based on researching additional cities having different scales (larger and smaller urban centres). Using this comparison, investigations can be undertaken that look at how partnerships differ from those found in mid-size cities and what impacts the size of the cities brings to encouraging/discouraging university roles. Fourth, a review of other informal partnerships with community and university is recommended. This review would help identify additional opportunities that such arrangements bring to downtown revitalization and determine if they face challenges/opportunities similar to those formalized partnerships using a collaborative-based approach.

Finally, we need to examine the impacts of community engagement activities (i.e. service learning) on faculty, students, and research funding opportunities. More

specifically, we need to identify if/how these activities are i) changing the perception of those faculty who have been marginalized because their community research was not considered “scholarship”; ii) allowing students to take the lead in their respective institution by embracing community research; and iii) increasing recognition by national funding agencies that provide grants and awards for teaching and research based on community needs.

### **7.10. Summary of Conclusions**

The focus of this research is on the university role(s) in downtown revitalization. The research design was based on a mix of qualitative and quantitative methods using a conceptual framework that included a literature review, field trip research, a web-based survey and telephone interviews. The main findings include:

1. Success in downtown revitalization depends on a number of factors ranging from economic shifts (local and global) and political agendas to changes in consumer taste and preferences.
2. Pedestrian-oriented environments, educational establishments, and an active retail scene are considered important factors making downtowns a destination with memorable experiences.
3. High-density residential development encourages pedestrian-oriented environments that support a “24 hr” concept, safety, and niche markets -- all factors associated with successful downtowns. Suburban-type developments such as retail malls and automobile parking infrastructure are considered detrimental to the downtown.
4. Universities engage with their host communities because of selfish reasons (i.e. self-preservation), academic inquiry (i.e. contributing to the broader knowledge base of urban revitalization), and civic responsibility (i.e. helping individuals and community).
5. Universities contribute to their community primarily through the following two ways: economic development (e.g. growth poles, economic stability, and university spending power) and human capital investment (e.g. training and educating students, attracting highly skilled work force, and creating/supporting cultural/entertainment venues).

6. Within the mid-size city context, the ability for partners to engage freely is apparent because they are more readily known and available to each other than their counterparts in larger urban centres. Through strong leadership, relationship building, accessibility, and open lines of communication limit issues of mistrust and alienation amongst partners are limited.
7. Collaborative planning theory helped illustrate the importance of mutual learning and relationship building to members who have been or are involved with a community-university partnership. Although the roles of partners varied, the weight placed on such roles must be considered of equal value. The planning process in building vision, capacity building and negotiating outcomes can be led by community and facilitated by university partners -- two very different roles yet weighted equally.
8. The use of collaborative planning in downtowns is appropriate in settings where collective action is necessary to help provide resources toward revitalizing ailing downtowns. It is even more necessary during times where federal, provincial (state) action is limited and cooperation is low.
9. Planning for downtown revitalization is a slow, cumbersome, and tricky process requiring a considerable amount of time, resources, and patience. Planners, therefore, must handle a number of roles: listening, facilitating, educating, mediating, advocating, communicating, and organizing.
10. Service learning plays an important role in educating and developing community -- especially in downtown revitalization. It challenges universities to broaden their missions towards becoming "engaged" campuses supporting not only what is important to them within their own domain but outside as well (i.e. in their host community).
11. The degree of collaborative effort with universities (i.e. faculty, staff, and students) is dependent on an institution's culture and its level of support for community engagement and outreach.

### **7.11. Postscript**

In a final reflection on this dissertation, I think back to the scenario that I presented at the very beginning of Chapter 1 about Max, my fictional planning student at the University of Wisconsin - Madison. I think about the social, economic, and cultural impacts that universities -- especially students -- have with respect to their host community and their downtowns. I think about all the literature that I read and critically evaluated as well as all the people I interviewed with respect to understanding the roles universities do play in contributing to downtowns. I think about (and constantly am

amazed by) the sheer level of commitment, time, and leadership required of individuals to undertake downtown revitalization.

As I sit here at the outdoor patio of the Melville Café, a local business partner housed in the UW School of Architecture (a satellite campus of the University of Waterloo), I am typing what appears to be the end of my research journey. As I look around, I notice the School's Director having a lunch meeting with the Mayor of Cambridge -- what I later find out was a meeting about another potential city and school partnership involving a new theatre proposal. I notice a couple of undergraduate students leaving for lunch at the Grand Palette Café, another local restaurant, all the while complaining about the lack of retail stores and nightlife opportunities in the downtown.

I again notice another couple of graduate students dismantling an installation project that was "showcased" at the Mayor's Celebration of Arts event hosted by the school a week earlier. This project, called "Pocket Park", was co-sponsored by the City of Cambridge and School of Architecture -- all conceived by students. These students wanted to demonstrate how public places in downtowns can be transformed, even temporarily, to provide community members with a memorable experience in the downtown. I also noticed another group of students coming back from a downtown building site that is included as a course project. I realize even more the magnitude and importance of this School's role and its potential in becoming a partner in downtown revitalization. I realize now that my life's work is just beginning.

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**APPENDIX A: Web-Based Survey Questionnaire**

## The University Role(s) in Downtown Revitalization of Mid-Size Cities [Exit this survey >>](#)

### 1. Background Information

Thank you for agreeing to participate in this web-based survey. This study is being conducted by Jeff Lederer as part of his PhD dissertation project under the supervision of Mark Seasons of the University of Waterloo. We are conducting a research study about how universities, located in the downtown (core area), contribute to revitalization within a mid-size city context. Specific attention will focus also on determining strategies that will encourage collaborative partnership between community and university.

The presence of a university located either within or in proximity to the downtown is considered an essential component to its stability. A preliminary investigation related to community-university involvement in downtown revitalization found that these partnerships are important and based on mutual learning and engagement. Moreover, engaging community with university (or vice versa) must meet the needs of both partners so that meaningful solutions can be developed to help understand downtown dynamics and nurture them accordingly. The desired result is to plan, design, and manage downtowns leading to renewal efforts that are realistic and sustainable in mid-size cities.

In response to these observations, we are asking for your participation in the study. To participate in this study, you should be in a position in which, based on your professional background you have been, or are currently exposed to university and community collaboration. This study will attempt to qualitatively describe how universities and community have approached downtown revitalization through collaborative partnerships.

The research will focus on a target sample of urban downtowns of mid-size cities across North America through field work, a web-based questionnaire survey and telephone interviews. The knowledge created will lead to understanding the role of universities and how their decision-making and actions contribute to revitalizing these downtowns. The lessons learned can be transferable to other mid-size cities.

If you decide to participate, please complete this web-based questionnaire relating to downtown revitalization, the role of university, community-university partnerships, and recommendations and strategies to strengthen such partnerships. The questionnaire will ask general background questions (for example, which do you feel is the most important contribution made by the university to their host community).

The web-based survey is programmed to collect only responses from the questions presented. Should this pose a problem, please contact us and we will make arrangements to provide you another method of participation. Your participation in the study should take no longer than twenty (20) minutes. There are no known or anticipated risks from participating in this study. Participation in this study is voluntary. You may decline to answer any questions that you do not wish to answer and you can withdraw your participation at any time.

It is important for you to know that any information that you provide will be confidential. All of the data will be summarized and no individual could be identified from these summarized results. Furthermore, the web site is programmed to collect your responses anonymously on the questionnaire. That is, the site will not collect any information that could potentially identify you (such as machine identifiers). Additionally, if you begin entering responses to the questionnaire on the Web and then choose not to complete the questionnaire, the information that you have already entered will not be transmitted to us.

The data collected from this study will be accessed only by Jeff Lederer and Professor Mark Seasons and will be maintained on a password-protected computer database in a restricted access area of the university. As well, the data will be electronically archived after completion of the study, maintained for two years after the research study has been completed and any submissions to journals have been completed, and then destroyed.

I would like to assure you that this study has been reviewed and received ethics clearance through the Office of Research Ethics. However, the final decision about participation is yours. If you have any comments or concerns resulting from your participation in this study, please feel free to contact Dr. Susan Sykes, Director, Office of Research Ethics (tel: 519.888.4567 ext. 6005 or by email at [ssykes@uwaterloo.ca](mailto:ssykes@uwaterloo.ca)).

Should you have any questions about the study, please contact either Professor Mark Seasons, School of Planning (tel: 519.885.1211 x 5922, email: [mseasons@uwaterloo.ca](mailto:mseasons@uwaterloo.ca)) or Jeff Lederer, School of Planning (tel: 519.885.1211 x 5922, email: [jhhleder@uwaterloo.ca](mailto:jhhleder@uwaterloo.ca)).

Thank you for your time and interest. If you would like to receive a copy of the results of this study, please contact either investigator.

Please click on the "NEXT" button to start the web-based questionnaire.

**[Next >>](#)**

**The University Role(s) in Downtown Revitalization of Mid-Size Cities** [Exit this survey >>](#)

**2. Downtown Revitalization**

**The University Role(s) in Downtown Revitalization of Mid-Size Cities and Strategies to Encourage Collaborative Partnership between Community and University**

**Section 2 asks general questions about your downtown as well what you believe the positive and/or negative factors that are associated with your downtown.**

**1. Below are listed a number of factors associated with downtowns. Using the scale below, please indicate the degree of importance for each factor in relation to your downtown?**

	Very Important	Important	No Opinion	Unimportant	Very Unimportant
High-density residential development	<input type="radio"/>				
A pedestrian-oriented environment	<input type="radio"/>				
Abundant parking	<input type="radio"/>				
Well-preserved neighbourhoods	<input type="radio"/>				
Distinctive architecture	<input type="radio"/>				
Availability of social services	<input type="radio"/>				
Civic events	<input type="radio"/>				
Active retail scene	<input type="radio"/>				
Climate	<input type="radio"/>				
Educational Establishments (i.e. university)	<input type="radio"/>				
Employment	<input type="radio"/>				
Tourist activities	<input type="radio"/>				
Frequent Transit	<input type="radio"/>				
Cultural activities	<input type="radio"/>				
Public sector presence (e.g. state capital, provincial legislature, hospital)	<input type="radio"/>				
People on Sidewalks	<input type="radio"/>				
Historical character	<input type="radio"/>				
Presence of retail mall	<input type="radio"/>				
Green space	<input type="radio"/>				
Street-oriented retail	<input type="radio"/>				

**2. Of these factors that you chose, which one do you feel is the most important? Why?**

**3. Of these factors that you chose, which one do you feel is the least important? Why?**

**4. Below are a number of statements regarding downtowns. Please indicate if you agree or if you disagree for each statement.**

	Agree	Disagree
The physical downtown environment must be of character and quality so that people want to visit and live there.	<input type="radio"/>	<input type="radio"/>
Downtowns must include catalyst projects that promote multi-functional activities (e.g. commercial/retail, tourist, residential, and service-based).	<input type="radio"/>	<input type="radio"/>
Downtown must include some type of institutional /educational presence.	<input type="radio"/>	<input type="radio"/>
The provision of automobile parking is important to the downtown.	<input type="radio"/>	<input type="radio"/>
Downtown residences must offer an investment of home ownership.	<input type="radio"/>	<input type="radio"/>
Downtown must be a political and business priority.	<input type="radio"/>	<input type="radio"/>
Downtown must be legible, compact, accessible, and well defined that encourage pedestrian-based activity.	<input type="radio"/>	<input type="radio"/>
Downtowns must capitalize on local amenities and services focusing on niche markets.	<input type="radio"/>	<input type="radio"/>
Downtown must be clean and safe.	<input type="radio"/>	<input type="radio"/>
Downtowns must preserve and reuse old building.	<input type="radio"/>	<input type="radio"/>
Viable residential neighbourhoods must surround the downtown.	<input type="radio"/>	<input type="radio"/>
The planning and development of downtown requires collaborative partnerships.	<input type="radio"/>	<input type="radio"/>
Leadership is essential to a downtown's growth and development.	<input type="radio"/>	<input type="radio"/>
Planning and developing downtowns is never done.	<input type="radio"/>	<input type="radio"/>

**5. Of those that you agreed, which of these do you feel is the most important? Please explain.**

**6. Of those that you disagreed, which of these do you feel is least important? Please explain.**

**7. Please name a mid-size city (including province or state) that you believe has a successful downtown:**

City

State or Province

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### 3. Roles of Universities

This section focuses on the roles of universities with respect to downtown. Questions are geared to help identify the location of a university in a community, its size, as well as its proximity to the downtown. Additional questions touch upon the roles of university to the community with a gradual focus to downtowns.

**8. Is there a university located in or close by your community?**

- Yes       No (go to Q14)

**9. What is the distance of the nearest university to your community's downtown?**

- Located in the downtown
- Under 1 km (under 0.6 miles)
- 1 to 2.9 km (0.6 to 1.74 miles)
- 3 to 5 km (1.8 to 3 miles)
- Greater than 5 km (greater than 3 miles)

**10. What is the total university population (including part-time/full time students, faculty, and staff)?**

- Less than 1000
- 1000 to under 5000
- 5000 to under 10000
- 10000 to under 15000
- 15000 to under 20000
- 20000 and over

**11. In general, which do you feel is the most important contribution made by the university to your community (please check all that apply)?**

- University expenditures and spending (e.g. taxes, renovation/construction, supplies, payroll, goods and services, and scholarships) help stimulate regional demands for goods and services and for labour and capital.
- Creation of indirect employment opportunities as a result of the university-related activities and services.
- Student contributions to the local economy with respect to enrolment, tuition, rent, groceries, books, and supplies.
- Spin off retail services from generated-based student activity (i.e. restaurants, night clubs, clothing stores, bookstores).
- Developing real estate and facilities.
- Provision and maintenance of a highly-skilled work force.
- Faculty contribution to community-based research and outreach.
- Provision of knowledge and training to students (human capital investment) and expertise.
- Increase the productivity and competitiveness of existing business in the local or regional area.
- Attraction of business and investment to the region that seek to access trained labour, expertise, and facilities
- Unique Architecture and facilities.
- Provision of university services (i.e. labs, libraries, museums, and lecture halls).
- Other (please specify)

**12. For those contributions that you selected in Question 11, which ones do you feel is the most important? Why?**

**13. Using the list below, which university role (s) do you feel is appropriate with respect to your downtown (please check all that apply)?**

- Assists with local/ regional job opportunities (i.e. provision and training service)
- Develops financial incentive that promote and build housing
- Plans and designs downtown development projects
- Acquires and rehabilitates abandoned building and properties
- Builds capacity of neighbourhood and/or community-based organizations
- Provides public services
- Promotes entrepreneurial development
- Supports public schools
- Reduces crime
- Provides training and recreational facilities
- Facilitates downtown revitalization
- Encourages faculty, students, and community residents to learn from one another
- Other (please specify)

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**4. University and Downtown Revitalization**

This section takes the focus of university's role(s) from downtowns to downtown revitalization. Questions help identify the most important contributions /roles of universities as well as factors that either limit or encourage university roles to downtown revitalization.

**14. Using the scale below, to what extent do you agree or disagree with the following statements about a university with respect to downtown revitalization?**

	Strongly Agree	Agree	No Opinion	Disagree	Strongly Disagree
Universities are helping to revitalize downtowns through service learning and other outreach initiatives.	<input type="radio"/>				
Universities are helping to improve the social and physical conditions of their community's downtown.	<input type="radio"/>				
Universities are economic generators for the downtown as a result of the activities that they support.	<input type="radio"/>				
There are ongoing lifestyle conflicts between students and other residents who live in the downtown.	<input type="radio"/>				
Partnering with universities, community-based organizations, local government, school district and public housing authorities is important to achieve downtown revitalization.	<input type="radio"/>				
It is difficult to market commercial and retail services other than those services related to students.	<input type="radio"/>				
Development in the downtown caters largely to students (i.e. housing, retail, and service-based establishments).	<input type="radio"/>				
Development in the downtown caters largely to community residents (i.e. housing, retail, and service-based establishments).	<input type="radio"/>				
By partnering with local organizations, universities have the means, the need, and mission to transform the downtown.	<input type="radio"/>				
By partnering with universities, local organizations have the means, the need, and mission to transform their community's downtown.	<input type="radio"/>				
Universities are becoming powerful engines of change and influence to downtown revitalization.	<input type="radio"/>				
Developing and maintaining affordable single-family housing is a challenge because of the high demands placed by student rental housing.	<input type="radio"/>				
	<input type="radio"/>				

**15. What factors do you feel would limit the roles of university in downtown revitalization? Please explain.**

**16. What factors do you feel would enhance the roles of university in downtown revitalization? Please explain.**

**The University Role(s) in Downtown Revitalization of Mid-Size Cities** [Exit this survey >>](#)

**5. Community-University Partnerships**

This section focuses specifically on community and university partnership with respect to time, type, limitations, and barriers. Additional questions help assess the type of roles commonly found in partnerships for downtown revitalization as well as evaluates the collaborative work between them.

**17. Have you or are you involved in a community and university partnership?**

- Yes       No (go to Q31)

**18. How long have you been involved with this community-university partnership?**

- Less than 1 year
- 2 to 4 years
- 5 to 7 years
- 8 to 9 years
- 10 years and

**19. What specific area do you represent?**

- University Faculty
- Private sector
- Developers
- City Planners
- University Administration
- Neighbourhood/Resident Association
- Economic developers
- Architects
- Non-profit organizations
- Business Improvement Association
- University Student Union or Association
- Community Development Corporation
- State/provincial government representatives
- Federal government representatives
- Local government representatives
- Other (please specify)

**20. Below are a number of general statements regarding partnerships. Please indicate if you agree or if you disagree for each statement.**

	Agree	Disagree
Partnerships must be solid and include diverse community representatives from local government, community groups, business, residential, and university decision-makers.	<input type="radio"/>	<input type="radio"/>
Universities tend to treat community partnerships more as research experiments rather than collaborators.	<input type="radio"/>	<input type="radio"/>
Without money and time, community-university partnerships do not work.	<input type="radio"/>	<input type="radio"/>
Partners need to develop a formalized agreement between partners that outlines parameters of roles, responsibilities, and mutually-agreed goals.	<input type="radio"/>	<input type="radio"/>

Community partners view university partners as being insensitive and unaware of community needs.	<input type="radio"/>	<input type="radio"/>
University partners are not responsive to community partners' needs.	<input type="radio"/>	<input type="radio"/>
Each partner must make their goals and/or procedures explicit at the beginning of the partnership.	<input type="radio"/>	<input type="radio"/>
University partners are inflexible when it comes to determine research and/or work parameters.	<input type="radio"/>	<input type="radio"/>
Community partners are inflexible when it comes to determine research and/or work parameters.	<input type="radio"/>	<input type="radio"/>
Each partner must have a working knowledge, structure, and operation of the other organization.	<input type="radio"/>	<input type="radio"/>
Flexibility in achieving goals is essential to the success of a partnership.	<input type="radio"/>	<input type="radio"/>

**21. Who do you think should be involved in a community-university partnership? (Please check all that apply)**

- Private sector
- University Faculty
- Developers
- City Planners
- Economic developers
- University Administration
- Architects
- Non-profit organizations
- Resident/Neighbourhood Associations
- Business Improvement Associations
- Community Development Corporation
- University Student Union or Association
- State/provincial government representatives
- Federal government representatives
- Local government representatives
- Other (please specify)

**22. What do you think is the most important role for a university in a community-university partnership with respect to downtown revitalization (please check only one)?**

- Facilitator
- Funder
- Leader
- Mediator
- Technical assistance provider
- Other (please specify)

**23. What do you think is the most important role for a community in a community-university partnership with respect to downtown revitalization (please check only one)?**

- Facilitator
- Funder
- Leader
- Mediator
- Technical assistance provider

Other (please specify)

**24. Which of the following do you consider to be barriers to a community-university partnership for downtown revitalization? (Please check all that apply)**

- Availability of money
- Adverse publicity
- Fear of failure
- Weak leadership (community)
- Weak leadership (university)
- Size of university (too large)
- Size of university (too small)
- No time – people are too busy to undertake work required for such partnerships
- Lack of understanding of partner's needs.
- Lack of understanding of what might be achieved with a community-university partnerships.
- A university's reputation based on self-interest and isolated from its host community.
- University's lack of understanding to the importance of a long-term commitment to the university.
- A university that does not support a mission of service learning and community outreach.
- Service learning opportunities that are not part of an educating experience for student s and not solely a service to a community.
- Community based research by faculty members not recognized as career-enhancing and "on par" with the traditional resources of teaching and research.

**25. Below are a number of statements relating to collaborative partnerships between university and community. Please indicate if you agree or if you disagree for each statement.**

	Agree	Disagree
The strength of strategic planning processes conducted prior to implementation had a significant impact on the success of your community –university partnership.	<input type="checkbox"/>	<input type="checkbox"/>
An anchoring institution, generally the university, takes the lead role in partnership.	<input type="checkbox"/>	<input type="checkbox"/>
There is no optimal model in community-university partnerships.	<input type="checkbox"/>	<input type="checkbox"/>
A community 's commitment to their partnership with the university is very strong.	<input type="checkbox"/>	<input type="checkbox"/>
The presence of a dedicated community outreach centre can help strengthen a partnership.	<input type="checkbox"/>	<input type="checkbox"/>
The capacity (i.e. what they can actual do) of the partner's organization has significant implication for the success of partnerships.	<input type="checkbox"/>	<input type="checkbox"/>
Faculty engagement leads to greater university- community collaboration at the institution level.	<input type="checkbox"/>	<input type="checkbox"/>
Building a research relationship with faculty members yields multiple benefits for non-profit organizations and local governments.	<input type="checkbox"/>	<input type="checkbox"/>

**26. What do you think is the most important factor for university and community collaboration (please check only one)?**

- Building relationships and trust.
- Partnership based on the context of shared power.
- A planning approach that works with the present structure of parties.
- Piecing together the wants, needs, strategies and available sources of both the community and the university.
- A planning model characterized by an incremental approach to relationship building.

**27. Being located in a mid-size city, how does its size influence a community-university partnership compared to that of larger cities (for example, Toronto, Ontario, Chicago, Illinois. or Boston. Massachusetts)? Please explain.**

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**6. Strategies, Recommendations, and Advice**

This section seeks to identify strategies, recommendations, and advice for community-university partnership. Questions relating to collaborative community-university partnerships have been tailored to determine the most important aspects to ensuring the success of such partnerships.

**28. Using the scale below, how important are the following in supporting community and university partnerships with respect to downtown revitalization?**

	Very Important	Important	No Opinion	Unimportant	Very Unimportant
Increasing the accessibility of universities to community practitioners is an essential action in building successful partnership.	<input type="radio"/>				
Successful projects are tailored responses to jointly perceived needs.	<input type="radio"/>				
Collaborative community-university initiatives require relationship building as part of the planning, implementation, and tracking processes, and relationship building takes times.	<input type="radio"/>				
Leadership is key to ensuring a successful collaboration between community and university.	<input type="radio"/>				
Establishing new networks to connect people working in the field of community-university research is required on an ongoing basis.	<input type="radio"/>				

**29. What factors do you think prohibit involvement with a university and/or community (please check all that apply)?**

- University location in relation to the city's downtown.
- University and/or community leadership.
- Community and/or university support in collaborating on downtown revitalization activities.
- Community land-use policies and revitalization strategies.
- A university's level of commitment to community outreach and mutual learning.
- University's ability to assist with diversifying and enhancing a community's agenda in downtown revitalization.

**30. Of the factors you listed in Q29, which do you feel is the most important and why?**

**31. Thank you for participating in our survey about The University Role(s) in Downtown Revitalization of Mid-Size Cities and Strategies to Encourage Collaborative Partnership between Community and University! Your feedback is extremely valuable.**

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**APPENDIX B: Survey Database**

**US Cities 100,000 to 500,000 Ordered by State (Census 2000)**

Source: Filion et al. 2001

Area Name	State	University	Population
Lakeland--Winter Haven, FL MSA	FL	Florida Southern College	483,924
Johnson City--Kingsport--Bristol, TN--VA MSA	TN/VA	East Tennessee State University	480,091
Lexington, KY MSA	KY	University of Kentucky	479,198
Augusta--Aiken, GA--SC MSA	GA/SC	Augusta State University	477,441
Melbourne--Titusville--Palm Bay, FL MSA	FL	Florida Institute of Technology	476,230
Lancaster, PA MSA	PA	Franklin and Marshall College	470,658
Chattanooga, TN--GA MSA	TN/GA	University of Tennessee at Chattanooga	465,161
Des Moines, IA MSA	IA	Drake University	456,022
Kalamazoo--Battle Creek, MI MSA	MI	Western Michigan University	452,851
Lansing--East Lansing, MI MSA	MI	Michigan State University	447,728
Modesto, CA MSA	CA	none	446,997
Fort Myers--Cape Coral, FL MSA	FL	none	440,888
Jackson, MS MSA	MS	Jackson State University	440,801
Boise City, ID MSA	ID	none	432,345
Madison, WI MSA	WI	University of Wisconsin - Madison	426,526
Spokane, WA MSA	WA	Washington State University - Spokane	417,939
Pensacola, FL MSA	FL	Pensacola Junior College	412,153
Canton--Massillon, OH MSA	OH	Ashland University, Kent University	406,934
Saginaw--Bay City--Midland, MI MSA	MI	none	403,070
Salinas, CA MSA	CA	none	401,762
Santa Barbara--Santa Maria--Lompoc, CA MSA	CA	University of California - Santa Barbara	399,347
Shreveport--Bossier City, LA MSA	LA	Southern University at Shreveport, Louisiana State University	392,302
Lafayette, LA MSA	LA	University of Louisiana at Lafayette	385,647
Beaumont--Port Arthur, TX MSA	TX	Lamar University	385,090
York, PA MSA	PA	none	381,751
Corpus Christi, TX MSA	TX	Texas A&M Corpus Christi	380,783
Reading, PA MSA	PA	none	373,638
Rockford, IL MSA	IL	none	371,236
Provo--Orem, UT MSA	UT	Utah Valley State College, Brigham Young University	368,536
Visalia--Tulare--Porterville, CA MSA	CA	none	368,021
Biloxi--Gulfport--Pascagoula, MS MSA	MS	none	363,988
Davenport--Moline--Rock Island, IA--IL MSA	IA/IL	Iowa State University	359,062
Appleton--Oshkosh--Neenah, WI MSA	WI	University of Wisconsin-Oshkosh	358,365
Peoria--Pekin, IL MSA	IL	Northern Illinois University	347,387
Huntsville, AL MSA	AL	University of Alabama - Huntsville	342,376
Hickory--Morganton--Lenoir, NC MSA	NC	Western Carolina University	341,851

**US Cities 100,000 to 500,000 Ordered by State (Census 2000)**

Source: Filion et al. 2001

<b>Area Name</b>	<b>State</b>	<b>University</b>	<b>Population</b>
Reno, NV MSA	NV	University of Nevada - Reno	339,486
Brownsville--Harlingen--San Benito, TX MSA	TX	University of Texas - Brownville, Texas Southmost College	335,227
Montgomery, AL MSA	AL	Troy University	333,055
Springfield, MO MSA	MO	Drury University, Missouri State University- Springfield,	325,721
Eugene--Springfield, OR MSA	OR	University of Oregon	322,959
Macon, GA MSA	GA	Mercer University	322,549
Fort Pierce--Port St. Lucie, FL MSA	FL	none	319,426
Huntington--Ashland, WV--KY--OH MSA		Ashland University	315,538
Killeen--Temple, TX MSA	TX	Temple College	312,952
Fayetteville--Springdale--Rogers, AR MSA	AR	University of Arkansas	311,121
Fayetteville, NC MSA	NC	Fayetteville State University	302,963
Utica--Rome, NY MSA	NY	Utica College	299,896
Evansville--Henderson, IN--KY MSA	IN/KY	University of Evansville	296,195
New London--Norwich, CT--RI MSA	CT/RI	none	293,566
Savannah, GA MSA	GA	Savannah College of Art and Design	293,000
Tallahassee, FL MSA	FL	Florida State University, Tallahassee	284,539
Erie, PA MSA	PA	none	280,843
Columbus, GA--AL MSA	GA/AL	Columbus State University	274,624
South Bend, IN MSA	IN	Indiana University South Bend, Ivy Tech State College	265,559
Anchorage, AK MSA	AK	University of Alaska	260,283
Ocala, FL MSA	FL	none	258,916
Binghamton, NY MSA	NY	State University of New York - Binghamton	252,320
Charleston, WV MSA	WV	West Virginia State	251,662
Fort Collins--Loveland, CO MSA	CO	no schools	251,494
Naples, FL MSA	FL	none	251,377
Lincoln, NE MSA	NE	University of Nebraska	250,291
San Luis Obispo--Atascadero--Paso Robles, CA MSA	CA	Cal Poly Technical University	246,681
Duluth--Superior, MN--WI MSA	MN/WI	University of Michigan	243,815
Portland, ME MSA	ME	University of New England	243,537
Lubbock, TX MSA	TX	Texas Tech University	242,628
Odessa--Midland, TX MSA	TX	Texas Tech University	237,132
Roanoke, VA MSA	VA	Hampton University, Hollins University	235,932
Wilmington, NC MSA	NC	University of North Carolina Wilmington	233,450
Johnstown, PA MSA	PA		232,621
Green Bay, WI MSA	WI	University of Wisconsin - Janesville-Beloit	226,778
Asheville, NC MSA	NC	Asheville-Buncombe Technical Community College	225,965

**US Cities 100,000 to 500,000 Ordered by State (Census 2000)**

Source: Filion et al. 2001

<b>Area Name</b>	<b>State</b>	<b>University</b>	<b>Population</b>
Yakima, WA MSA	WA	University of Washington - Yakima; Washington State University	222,581
Gainesville, FL MSA	FL	University of Florida, Gainesville	217,955
Amarillo, TX MSA	TX	none	217,858
Lynchburg, VA MSA	VA	Liberty University	214,911
Waco, TX MSA	TX	Baylor University	213,517
Merced, CA MSA	CA	none	210,554
Longview--Marshall, TX MSA	TX	University of Texas - Tyler, East Texas Baptist University, Wiley College	208,780
Fort Smith, AR--OK MSA	AR/OK	University of Arkansas	207,290
Clarksville--Hopkinsville, TN--KY MSA	TN/KY	Austin Peay State University	207,033
Chico--Paradise, CA MSA	CA	none	203,171
Springfield, IL MSA	IL	none	201,437
Myrtle Beach, SC MSA	SC	none	196,629
Houma, LA MSA	LA	none	194,477
Laredo, TX MSA	TX	Texas A&M International University	193,117
Richland--Kennewick--Pasco, WA MSA	WA	Washington State University	191,822
Cedar Rapids, IA MSA	IA	none	191,701
Lake Charles, LA MSA	LA	McNeese State University	183,577
Lafayette, IN MSA	IN	Purdue University	182,821
Elkhart--Goshen, IN MSA	IN	Ivy Tech State College, Goshen College	182,791
Medford--Ashland, OR MSA	OR	Southern Oregon University	181,269
Champaign--Urbana, IL MSA	IL	none	179,669
Mansfield, OH MSA	OH	University of Northwestern Ohio, North Central State College, Ohio State University	175,818
Tyler, TX MSA	TX	University of Texas- Tyler	174,706
Las Cruces, NM MSA	NM	New Mexico State University	174,682
Fargo--Moorhead, ND--MN MSA	ND/MN	Minnesota State University	174,367
Sioux Falls, SD MSA	SD	University of Sioux Falls	172,412
Fort Walton Beach, FL MSA	FL	Troy University and	170,498
Topeka, KS MSA	KS	University of Kansas, Washburn University	169,871
Burlington, VT MSA	VT	University of Vermont	169,391
St. Cloud, MN MSA	MN	St. Cloud State University	167,392
Bellingham, WA MSA	WA	University of Washington	166,814
Tuscaloosa, AL MSA	AL	University of Alabama	164,875
Redding, CA MSA	CA	none	163,256
Barnstable--Yarmouth, MA MSA	MA	none	162,582
Benton Harbor, MI MSA	MI	none	162,453
Yuma, AZ MSA	AZ	none	160,026
Charlottesville, VA MSA	VA	University of Virginia	159,576
Jackson, MI MSA	MI	none	158,422
Joplin, MO MSA	MO	Missouri Southern State	157,322

**US Cities 100,000 to 500,000 Ordered by State (Census 2000)**

Source: Filion et al. 2001

Area Name	State	University	Population
		University	
Lima, OH MSA	OH	University of Northwestern Ohio	155,084
Athens, GA MSA	GA	The University of Georgia	153,444
Wheeling, WV--OH MSA	WV/OH	Wheeling Jesuit University	153,172
Bryan--College Station, TX MSA	TX	Texas A& M University	152,415
Janesville--Beloit, WI MSA	WI	National-Louis University	152,307
Parkersburg--Marietta, WV--OH MSA	WV/OH	West Virginia University at Parkersburg	151,237
Bloomington--Normal, IL MSA	IL	none	150,433
Jacksonville, NC MSA	NC	none	150,355
Terre Haute, IN MSA	IN	Indiana State University and Rose-Hulman Institute of Technology	149,192
Eau Claire, WI MSA	WI	University of Wisconsin - Eau Claire	148,337
Panama City, FL MSA	FL	Florida State University, Panama City	148,217
Santa Fe, NM MSA	NM	none	147,635
Monroe, LA MSA	LA	University of Louisiana at Monroe	147,250
Decatur, AL MSA	AL	Calhoun University	145,867
Rocky Mount, NC MSA	NC	none	143,026
Florence, AL MSA	AL	The University of North Alabama	142,950
Punta Gorda, FL MSA	FL	IMPAC University	141,627
Pueblo, CO MSA	CO	Colorado State University - Pueblo	141,472
Wichita Falls, TX MSA	TX	Midwestern State University	140,518
Jamestown, NY MSA	NY	Jefferson Community College	139,750
Yuba City, CA MSA	CA	none	139,149
Dothan, AL MSA	AL	Troy University	137,916
State College, PA MSA	PA	The Pennsylvania State University	135,758
Columbia, MO MSA	MO	University of Missouri-Columbia	135,454
Greenville, NC MSA	NC	East Carolina University	133,798
Steubenville--Weirton, OH--WV MSA	OH/WV		132,008
Texarkana, TX--Texarkana, AR MSA	TX/AR	Texas A&M University-Texarkana	129,749
Billings, MT MSA	MT	Montana State University - Billings	129,352
Altoona, PA MSA	PA	The Pennsylvania State University	129,144
Waterloo--Cedar Falls, IA MSA	IA	none	128,012
La Crosse, WI--MN MSA	WI/MN	University of La Crosse; University of Wisconsin - La Crosse	126,838
Dover, DE MSA	DE	Delaware State University	126,697
Abilene, TX MSA	TX	McMurry University, Texas	126,555

**US Cities 100,000 to 500,000 Ordered by State (Census 2000)**

Source: Filion et al. 2001

Area Name	State	University	Population
		Tech University	
Alexandria, LA MSA	LA	Louisiana State University at Alexandria	126,337
Wausau, WI MSA	WI	University of Wisconsin - Wausau	125,834
Florence, SC MSA	SC	none	125,761
Glens Falls, NY MSA	NY	none	124,345
Rochester, MN MSA	MN	University Center Rochester	124,277
Sioux City, IA--NE MSA	IA/NE	none	124,130
Flagstaff, AZ--UT MSA	AZ/UT	Northern Arizona University	122,366
Albany, GA MSA	GA	Albany State University	120,822
Bloomington, IN MSA	IN	Ball State University, Indiana University, Indiana University/Purdue University at Indianapolis	120,563
Sharon, PA MSA	PA	none	120,293
Williamsport, PA MSA	PA	none	120,044
Muncie, IN MSA	IN	Ball State University	118,769
Grand Junction, CO MSA	CO	Mesa State College, Colorado	116,255
Auburn--Opelika, AL MSA	AL	University of Auburn	115,092
Lawton, OK MSA	OK	Franciscan University	114,996
Decatur, IL MSA	IL	none	114,706
Goldsboro, NC MSA	NC	none	113,329
Sheboygan, WI MSA	WI	University of Wisconsin	112,646
Anniston, AL MSA	AL	none	112,249
Hattiesburg, MS MSA	MS	University of Southern Mississippi	111,674
Iowa City, IA MSA	IA	none	111,006
Sherman--Denison, TX MSA	TX	none	110,595
Danville, VA MSA	VA	Averett University, Virginia Community College System	110,156
Jackson, TN MSA	TN	Union University	107,377
Sumter, SC MSA	SC	University of Southern Carolina at Sumter	104,646
San Angelo, TX MSA	TX	Angelo State University	104,010
Gadsden, AL MSA	AL	University of Alabama	103,459
St. Joseph, MO MSA	MO	Missouri Western State University	102,490
Cumberland, MD--WV MSA	MD/WV	none	102,008
Kokomo, IN MSA	IN	Indiana University Kokomo	101,541
Lawrence, KS MSA	KS	University of Kansas	99,962

<b>Canada</b>			
<b>Area Name</b>	<b>Province</b>	<b>University</b>	<b>Population</b>
Abbotsford, BC	BC	none	147,370
Ajax, ON	ON	none	73,753
Barrie, ON	ON	none	103710
Belleville, ON	ON	none	45986
Brampton, ON	ON	none	325428
Brantford, ON	ON	Laurier Brantford	86417
Burlington, ON	ON	none	150836
Burnaby, BC	BC	University at Simon Fraser	193954
Cambridge, ON	ON	University of Waterloo	110372
Coquitlam, BC	BC	none	112890
Delta BC	BC	none	96950
Guelph, ON	ON	University of Guelph	106170
Halifax Regional Municipality	ON	Dalhousie University	359111
Hamilton, ON	ON	McMaster University, Mount St. Vincent University	490268
Kamloops, BC	BC	Simon Fraser University	77281
Kawartha Lake, ON	ON	none	69179
Kelowna, BC	BC	none	96288
Kingston, ON	ON	Queen's University	114195
Kitchener, ON	ON	University of Waterloo	190399
Langley (District Municipality) BC	BC	Trinity Western University	86,896
Lethbridge, AB	AB	University of Lethbridge	67374
London, ON	ON	Western University	336539
Markham, ON	ON	none	208615
Medicine Hat, AB	AB	none	51249
Moncton, NB	NB	none	61,046
Nanaimo, BC	BC	none	73000
Newmarket, ON	ON	none	65788
Niagara Falls, ON	ON	Niagara University	78815
Norfolk County, ON	ON	none	60847
North Bay, ON	ON	Nippising University	52771
District of North Vancouver, BC	BC	none	82310
Oakville, ON	ON	none	144738
Oshawa, ON	ON	University of Ontario Institute of Technology	139053
Peterborough, ON	ON	Trent University	71446
Pickering, ON	ON	none	87139
Port Coquitlam, BC	BC	none	51257
Prince George, BC	BC	University of Northern British Columbia	72406
Red Deer, AB	AB	none	67707
Regina, SK	SK	University of Regina, University of Alberta	178225
Richmond Hill, ON	ON	none	132030
Saint John, NB	NB	University of New Brunswick, Saint John	69661
Sarnia, ON	ON	none	70876

<b>Canada</b>			
<b>Area Name</b>	<b>Province</b>	<b>University</b>	<b>Population</b>
Saskatoon, SK	SK	University of Saskatchewan	196811
Sault Ste. Marie, ON	ON	none	74566
St. Albert, AB	AB	none	53081
St. Catharines, ON	ON	Brock University	129170
St. John's NFLD	NFLD	Memorial University,	99182
Strathcona County, AB	AB	none	71986
Greater Sudbury, ON	ON	Laurentian University	155219
Surrey, BC	BC	Simon Fraser University	347825
Thunder Bay, ON	ON	LakeHead University	109016
Vaughan, ON	ON		182022
Victoria, BC	BC	University of Victoria	74125
Waterloo, ON	ON	University of Waterloo, Wilfrid Laurier University	86543
Whitby, ON	ON	none	87413
Windsor, ON	ON	University of Windsor	208402
Trois-Rivières	QUE	Universite du Quebec a Trois-Rivieres	137,507
Sherbrooke	QUE	University of Sherbrooke	153,811
Saguenay (Chicoutimi-Jonquière)	QUE	none	154,938
Cape Breton (Sydney)	NS	Cape Breton University	109,330
Chatham-Kent	ON	none	107,709
Fredericton	NB	University of New Brunswick - Fredericton	81,346
Saint-Jean-sur-Richelieu	QUE	none	79,600
Chilliwack	BC	University College of the Fraser Valley	69,776
Kawartha Lakes (Lindsay)	ON	none	69,179
Drummondville	ON	none	68,451
Norfolk (Nanticoke, Simcoe)	ON	none	60,847
Granby	QUE	none	60,264
Charlottetown	PEI	University of Prince Edward Island	58,358
Cornwall	ON	none	57,581
Shawinigan	QUE	none	57,304
Vernon	BC	Okanagan College	51,530

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**APPENDIX C: Email Reminders**

**From:** Jeff Lederer <jhhleder@architecture.uwaterloo.ca>

**Date:** Thu, 24 Nov 2005 18:50:04 -0500

**Subject:** Invitation to Participate in Web-based Survey on Universities Roles in Downtown Revitalization

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Please accept this email as an invitation to participate in a PhD dissertation project conducted by Jeff Lederer and supervised by Dr. Mark Seasons both from the School of Planning, University of Waterloo, located in Waterloo, Ontario, Canada. This project is called "The University Role(s) in Downtown Revitalization of Mid-Size Cities and Strategies to Encourage Collaborative Partnership between Community and University".

This research study looks at how universities, located in or close proximity to the downtown (core area), contribute to revitalization within a mid-size city (i.e. having populations between 50,000 and 500,000). Specific attention will focus also on determining strategies that will encourage collaborative partnership between community and university.

If you decide to volunteer, you will be asked to complete a web-based survey questionnaire relating to downtown revitalization, the role of university, community-university partnerships, and recommendations and strategies to strengthen such partnerships.

Your participation in the study should take no longer than twenty (20) minutes. There are no known or anticipated risks from participating in this study. Participation in this study is voluntary. You may decline to answer any questions that you do not wish to answer and you can withdraw your participation at any time.

On Friday, December 2, 2005, I will be sending you a follow-up email with a link to the web-based survey. If you wish to participate, please click on the link which will take you directly to the web survey. Thank you for considering to participate.

Sincerely,

Jeff Lederer MCIP RPP  
PhD Candidate, School of Planning  
General Manager, School of Architecture

School of Architecture in Cambridge  
7 Melville Street  
Cambridge Ontario N1S 2H4  
Canada

t. 519-888-4567 x 7606, f. 519-622-3525, e. jhhleder@uwaterloo.ca

**From:** Jeff Lederer <jhhleder@architecture.uwaterloo.ca>

**Date:** Fri, 02 Dec 2005 18:50:04 -0500

**Subject:** Invitation to Participate in Web-based Survey on Universities Roles in Downtown Revitalization

----

December 2, 2005

Hello.

On Thursday, November 25, 2005, you were sent an email inviting you to participate in a web-based research survey. This research examines universities' roles in downtown revitalization within a mid-size city context. Specific attention will focus also on determining strategies that will encourage collaborative partnership between community and university.

Once this survey is completed and all participants' responses have been collected, a follow-up email will be sent to you (sometime in February 2006) with a link detailing the final survey results.

I would appreciate if you could complete this survey by Friday, December 9, 2005. Thank you so much for your time and interest in our survey. It is very much appreciated.

If you would like to participate in the survey, please click on the link below.

<http://www.surveymonkey.com/s.asp?u=32681383495>

Jeff Lederer MCIP RPP  
PhD Student, School of Planning  
General Manager, UW School of Architecture

School of Architecture in Cambridge  
University of Waterloo  
7 Melville Street  
Cambridge Ontario N1S 2H4  
Canada

t. 519-888-4567 x 7606  
f. 519-622-3525  
e. jhhleder@uwaterloo.ca

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**From:** Jeff Lederer <jhhleder@architecture.uwaterloo.ca>  
**Date:** Fri, 09 Dec 2005 18:50:04 -0500  
**Subject:** Reminder for Web-based Survey on Universities Roles in Downtown Revitalization

----

December 9, 2005

Hello.

To date, 207 participants have completed our survey. Thank you to all that have participated. Many participants have emailed back requesting that the original deadline (December 9/05) be extended so they have additional time to complete the survey. Therefore, the survey will close on January 6, 2006.

As this is an AUTOMATED MESSAGE, please disregard this reminder and accept our thanks and gratitude to each one of you who have completed the questionnaire.

For those of you that need the link to the survey, it is as follows:

<http://www.surveymonkey.com/s.asp?u=32681383495>

Please remember to click on the "done" button found after Q31 to ensure that your survey responses are recorded. We are also hoping to have a summary of results and report available/sent to you by the end of October 2006.

Thank you so much for your time. Happy holidays.

Jeff Lederer MCIP RPP  
General Manager

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Cambridge Ontario N1S 2H4  
Canada

t. 519-888-4567 x 7606  
f. 519-622-3525  
e. jhhleder@uwaterloo.ca

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**From:** Jeff Lederer <jhhleder@architecture.uwaterloo.ca>  
**Date:** Fri, 02 Dec 2005 18:50:04 -0500  
**Subject:** Reminder 2 of Web-based Survey on Universities Roles in Downtown Revitalization

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January 9, 2006

Hello.

To date, 254 participants have completed our survey. Thank you to all that have participated. The survey will close officially on January 13, 2006 so if you would still like to participate, please feel free to do so. The link is as follows:

<http://www.surveymonkey.com/s.asp?u=32681383495>

Please remember to click on the "done" button found after Q31 to ensure that your survey responses are recorded.

As this is an AUTOMATED MESSAGE, please disregard this email and accept our thanks and gratitude to each one of you who have completed the questionnaire.

Thank you so much for your time. We will be sending out one more email to everyone with the results of our survey sometime either late September and/or early October 2006. Thank you again for your interest in this research.

Jeff Lederer MCIP RPP  
General Manager

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e. [jhhleder@uwaterloo.ca](mailto:jhhleder@uwaterloo.ca)

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**APPENDIX D: Script and Telephone Questionnaire**

P = Potential Participant; I = Interviewer

I - May I please speak to [name of potential participant]?

P - Hello, [name of potential participant] speaking. How may I help you?

I - My name is Jeff Lederer and I am a PhD student in the School of Planning at the University of Waterloo. I am currently conducting research under the supervision of Mark Seasons on universities roles in downtown revitalization of mid-size cities. As part of my thesis research, I am conducting interviews with professionals such as university administrators, planners and developers to discover their perspectives on such roles and strategies that encourage collaborative community and university partnerships.

As you played a key role in downtown revitalization and community-university partnerships, I would like to speak with you about your perspectives on downtown revitalization, the role of the university, community-university partnerships, and strategies/recommendations that strengthen such partnerships. Is this a convenient time to give you further information about the interviews?

P - No, could you call back later (agree on a more convenient time to call person back). OR

P - Yes, could you provide me with some more information regarding the interviews you will be conducting?

I - Background Information:

- I will be undertaking interviews starting on November 1, 2005.
- The interview would last about 45 minutes, and would be arranged for a time convenient to your schedule.
- Involvement in this interview is entirely voluntary and there are no known or anticipated risks to participation in this study.
- The questions are quite general (for example, which do you feel is the most important contribution made by the university to their host community?).
- You may decline to answer any of the interview questions you do not wish to answer and may terminate the interview at any time.
- With your permission, the interview will be tape-recorded to facilitate collection of information, and later transcribed for analysis.
- All information you provide will be considered confidential.
- The data collected will be kept in a secure location and disposed of in 1 year time.
- If you have any questions regarding this study, or would like additional information to assist you in reaching a decision about participation, please feel free to contact Mark Seasons at 519-888-4567, Ext. 5922
- I would like to assure you that this study has been reviewed and received ethics clearance through the Office of Research Ethics. However, the final decision about participation is yours. Should you have any comments or concerns resulting from your participation in this study, please contact Dr. Susan Sykes in the Office of Research Ethics at 519-888-4567, Ext. 6005.
- After all of the data have been analyzed, you will receive an executive summary of the research results.

With your permission, I would like to mail/fax you an information letter which has all of these details along with contact names and numbers on it to help assist you in making a decision about your participation in this study.

P - No thank you. OP - Sure (get contact information from potential participant i.e., mailing address/fax number).

I - Thank you very much for your time. May I call you in 2 or 3 days to see if you are interested in being interviewed? Once again, if you have any questions or concerns please do not hesitate to contact me at my office number 519-888-4567 ext. 7606.

P - Good-bye. I - Good-bye.

## **APPENDIX D: TELEPHONE INTERVIEW QUESTIONNAIRE**

### **A. Downtown Revitalization**

Section A asks general questions about your downtown as well what you believe to be the positive and/or negative factors that are associated with your downtown.

Q1. In general, how do you describe the present state of your downtown? Please describe any positive or negative influences influencing your downtown.

### **B. Roles of Universities**

This section focuses on the roles of universities with respect to downtown. Questions are geared to help identify the location of a university in a community, its size, as well as its proximity to the downtown. Additional questions touch upon the roles of university to the community with a gradual focus to downtowns

Q2. How does the size of university population and close-proximity of the university contribute to either your downtown or general community?

### **C. University and Downtown Revitalization**

This section takes the focus of university's role(s) from downtowns to downtown revitalization. Questions help identify the most important contributions /roles of universities as well as factors that either limit or encourage roles to downtown revitalization.

Q3. How do you feel the university contributes to downtown revitalization and what factors do you think limit and/or enhance the university roles?

### **D. Community-University Partnerships**

This section focuses specifically on community and university partnership with respect to time, type, limitations, and barriers. Additional questions help assess the type of roles commonly found in partnerships for downtown revitalization as well as evaluates the collaborative work between them.

Q4. What do you feel makes a successful community-university partnership and what roles can both either of them play to ensure their success?

### **E. Strategies, Recommendations, and Advice**

This section seeks to identify strategies, recommendations, and advice for community-university partnership. Questions relating to collaborative community-university partnerships have been tailored to determine the most important aspects to ensuring the success of such partnerships.

Q5. What do you recommend universities and/or communities do to support collaborative partnerships and give a stronger presence of universities to downtown revitalization?

Thank you for participating in our survey about The University Role(s) in Downtown Revitalization of Mid-Size Cities and Strategies to Encourage Collaborative Partnership between Community and University! Your feedback is extremely valuable.

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**APPENDIX E: Complete Listing of Mid-size City Rankings**

## Appendix E: Rankings of Mid-Size Cities

Rank	City	State/Province	Frequency	%
1	Madison	Wisconsin	22	9.0
2	Asheville	North Carolina	20	8.2
3	Athens	Georgia	18	7.3
4	Kingston	Ontario	16	6.5
5	Savannah	Georgia	15	6.1
6	Chattanooga	Tennessee	14	5.7
7	Halifax	Nova Scotia	13	5.3
8	Victoria	British Columbia	12	4.9
9	Ann Arbor	Michigan	11	4.5
10	Burlington	Vermont	10	4.1
11	Guelph	Ontario	9	3.7
12	Waterloo	Ontario	8	3.3
13	Charlottesville	Virginia	7	2.9
13	San Luis Obispo	California	7	2.9
14	Bloomington	Indiana	4	1.6
14	Oakville	Ontario	4	1.6
15	Fort Collins	Colorado	3	1.2
15	Lawrence	Kansas	3	1.2
15	London	Ontario	3	1.2
16	Moncton	New Brunswick	3	1.2
15	Saskatoon	Saskatchewan	3	1.2
16	Barrie	Ontario	2	0.8
16	Eugene	Oregon	2	0.8
16	Florence	Alabama	2	0.8
16	Kelowna	British Columbia	2	0.8
16	North Bay	Ontario	2	0.8
16	Reno	Nevada	2	0.8
17	Bellingham	Washington	1	0.4
17	Brantford	Ontario	1	0.4
17	Cedarburg	Wisconsin	1	0.4
17	Duluth	Minnesota	1	0.4
17	Fredericton	New Brunswick	1	0.4
17	Green Bay	Wisconsin	1	0.4
17	Harlingen	Texas	1	0.4
17	Iowa City	Iowa	1	0.4
17	Kalamazoo	Michigan	1	0.4
17	Kamloops	British Columbia	1	0.4
17	Kitchener	Ontario	1	0.4
17	Lancaster	Pennsylvania	1	0.4
17	Lethbridge	Alberta	1	0.4
17	Lima	Ohio	1	0.4
17	Lincoln	Nebraska	1	0.4
17	Medford	Oregon	1	0.4
17	Santa Barbara	California	1	0.4
17	Santa Fe	New Mexico	1	0.4
17	Regina	Saskatchewan	1	0.4
17	Sioux City	Iowa	1	0.4
17	Southbend	Indiana	1	0.4
17	Springfield	Montana	1	0.4
17	St. Catharines	Ontario	1	0.4
17	St. Cloud	Minnesota	1	0.4
17	St. John's	Newfoundland	1	0.4
17	Sudbury	Ontario	1	0.4
17	Vernon	British Columbia	1	0.4
17	Windsor	Ontario	1	0.4
			<b>245</b>	<b>100.0</b>

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**APPENDIX F: Open-ended Responses of Web-based Questionnaire Survey**

**Q. 2 and 3: Of these factors that you chose, which do you feel is the most/least important? Why?**

**High-density Residential Development (86):**

*"If people don't live in the downtown core, it is next to impossible to build a sustainable downtown with arts, culture, restaurants and unique retail shops. High-residential development provides a population base to support retail and other commercial establishments particularly after 5:00 p.m."*

*"Without the 'heads in beds', a full-service 24-hour city is not possible. High-density residential development, because it would help to 'balance-out' over the 24/7 clock the daytime occupancy/activity of the geared-to-evening-entertainment orientation of our downtown"*

*"Strong resident population is the foundation for revitalization... ..Retail and business services will follow population"; and iii) economic activity: "These new downtown residents brings a critical mass to expand the market for existing retailers and restaurateurs"*

*"Many rental properties are not maintain adding to the deterioration of the core; often these developments over time, become slums when people leave for newer locations"*

*"Downtown Master Plan encourages residential development, but it is unlikely that the construction of high-density market-rate (non-subsidized) housing would be built due to economic conditions in the foreseeable future. We would like to see the construction of 'upper-scale' housing in the downtown area, but this is a limited market segment"*

**Pedestrian-Oriented Environment (64):**

*"This is what distinguishes downtowns from other urban environments. Downtowns should be urban spaces with a human scale where people are comfortable walking. It distinguishes the downtown/traditional commercial area from other forms of retailing space/forms and from other types of places in the community"*

*"Pedestrian-oriented environments are the best way to promote people-friendliness in downtown. It promotes active living, engages people with their environment and those they live and work with. If you have established this type of environment then such things as personal security are of no concern. This environment connotes a place that is safe and accessible both physically and socially. If people feel comfortable walking in the downtown, they will patronize the businesses as well as partake in the public space activity"*

*"People bring vitality and to have people you must have space, services, activities, and healthy support of those people. It helps breathe life into the downtown"*

**Presence of Educational Establishments (47):**

*"University presence. Within our downtown, it provides a number of opportunities with retailing, housing - bring a synergetic environment to our downtown. I think a presence of a university offers unique opportunities for downtowns as they can plan around student and staff lifestyles which can bring a number of services to downtown"*

*"I feel that educational establishments greatly improve the quality and atmosphere of a downtown. It brings not only students but other people to the downtown outside the typical 9 to 5 hours. As well, in addition to bringing students, universities are large (stable) employers that provide a major economic engine in the downtown. This engine is a multiplier for other economic activity such as service and retail. (UR)"*

*"In our downtown, the University provides employment, student population, and tourist activity. It is the largest employer in community, the region and one of the largest employers in the state. Our daytime population grows by about 25,000, largely due to the University being located downtown. They are employment base, customer base, and a tourist draw for the downtown".*

#### **Active Retail Scene (34):**

*"Active retail shops because activity gives a sense of successful economic and development activity in a downtown. A slow retail downtown yields a downtown that is dying or has died".*

*"Active retail is what people in this community view as evidence of vital downtown. Of course, this requires residents and workers in the area for core support. Downtown needs to supply things that people need, in addition to amenities like cultural activities and specialty shops".*

*"Active retail scene is the most important, assuming that also includes food & beverage, especially bars and night clubs. Together, these establishments keep the downtown alive 24 hours a day and provide services to the embedded, office, institutional and residential sectors of downtown, adjacent neighborhoods and the surrounding region".*

#### **All Factors Important (3):**

*"It is difficult to select only one factor as many of them are interrelated and I'm not sure that a single factor can achieve. For the last six years, the City of Cambridge has undertaken a multi-faceted core areas revitalization program. The City suffered the typical problems of traditional core areas. Our strategy was to introduce a new sustainable feature into Downtown Cambridge. We have been successful in attracting the School of Architecture from the University of Waterloo. It has been a catalyst for new employment, attracted new residents, created activity on the street, attracted other investment and attracted other people to use the core. It is also the right scale for the City. It has provided a venue for community events and because of the co-op program there is year round activity".*

#### **Public Sector Presence (12)**

*"The most important factor downtown is the public sector presence; our city is the county seat, with city and county government accounting for a few thousand employees downtown that attract associated services such as legal firms"*

#### **Retail Mall (117)**

##### **Not Conducive (30)**

*"Presence of a retail mall does not add to the historic character of downtown/neighbourhood. It detracts from 'village' feel that is so important to a good downtown and downtown living".*

*"Been there, done that. Evolution of retailing is way from mall formats and downtown malls have proven to be unsuccessful in most mid-size jurisdictions to date. There are better retail alternatives".*

*"Presence of retail mall is least important because we have a traditional downtown that features street level retail and mixed use. The mall environment removes the artery preventing traffic from passing through and essentially creating dead space".*

*"We have seen too many examples where the 'mall' type/function was forced onto a downtown. In many instances, they are removing the mall from downtown or orienting it to the street. Downtown*

areas should reflect the character of the local people and be designed in such a way as to encourage those who live there to frequent that area”.

#### **Not Pedestrian oriented (44)**

*“There is a retail mall that is, constructively, being turned to other uses. The mall was in many ways detrimental to the downtown (it took people off the streets, could not compete with similar establishments in the suburbs, did not have sufficient parking, etc., etc.)”.*

*“Downtown retail malls, in my opinion, defy the basic tenets of main street retailing. In historic downtowns, outdoor malls closed to vehicular traffic ignore the basic urban design function of the street by removing the vehicle from the equation. Look at any historic photo of most North American downtowns, and the horse and buggy or early automobile is nearly always present. The typical downtown street was designed to accommodate this function, and most retail storefronts were designed on a scale to acknowledge street level vehicular movement. Remove it from the equation and the retailer loses a critical venue of exposure to their customer base. Regarding the indoor retail mall in a downtown area, by moving street level pedestrian activity indoors, the result can be a loss of synergy on the street that provides a downtown with its sense of bustle and safety”.*

#### **Suburban (21)**

*“We have one and it has not been very successful. High vacancy rate within the mall. It cannot compete well with the suburban mall and shopping areas”.*

*“I think the presence of a mall takes away from the vitality of a downtown. If you want to shop at the mall then you should head into the suburbs where there is excess parking. Unique street side shops that illustrate character are far more attractive than a 'suburb' mall type environment”.*

*“Retail Malls are more for suburban development - many of this was tried in downtowns with disastrous outcomes. Leave these malls for the suburbs and allow the downtown to be distinct and pedestrian oriented. Clearly a retail mall is least important because it is often a negative factor in the health of a core area”.*

#### **Not Street-oriented (15)**

*“The least important would be 'presence of retail mall.' The few successful retail establishments in the downtown are accessed directly from the street and are not grouped in a mall setting. For future development, the mall setting is something we hope to avoid having instead individual street-oriented establishments to enhance street life”.*

*“Downtown malls have been notoriously unsuccessful, except in very large markets. Retailing that is oriented toward interior space rather than toward streets/sidewalks works against principle of generating activity along those streets/sidewalks”.*

*“The presence of a retail mall is considered the least important. Our community's retail sector is expanding on the outer transportation rings with large shopping center developments. Our downtown is marketed for niche services and specialty stores. The downtown benefits from this practice because it maintains the desired uniqueness in the center of our community”.*

#### **Non issue (5)**

*“Retail mall. We don't have one downtown (nearest is 1 mile away) & so we have had to adapt our downtown strategies to the fact that a downtown mall, and much of the retail which typically follows a mall, is not a possibility. This may be a blessing in disguise, as not having a downtown mall has allowed much of our original downtown fabric to remain in place”.*

*“The presence of a mall is a non-issue. The mall really serves one type of clientele, and a traditional*

downtown serves another. Convenience is the most important things for mall shoppers. Unique goods and quality service is what matters most to downtown shoppers”.

“I've indicated the retail mall because I associate it with strip malls and the one conventional mall located outside of the downtown. They appear not to have been a factor in the success of the downtown and downtown has not tried to emulate them -- free parking, covered walkways, car-less plazas, etc”.

### **Climate (32)**

*“We have a vibrant downtown in an upper midwest climate, which is full of pedestrians all times of the year. If the downtown is attractive enough, people will come out year round except in the most unfavourable weather conditions”.*

*“We can't do a whole lot about the weather (climate) except talk about it; although canopies over sidewalks, downtown plantings, gathering places that take advantage of winter sun and summer shade, all are important. We must consider design elements/structures that account for various climate conditions. A good downtown will be adapted to its climate”.*

*“As the heart of a community, downtowns are ideally the most walkable and densely developed area that are both factors in minimizing the impact of climate. The key is to find and build on positives we face with our climate, whether it is taking advantage of winter activities or having a year-round outdoor farmer's market. We must simply play the hand we are dealt.”*

*“Our city has a wide variety of weather conditions, none of which seem to deter people from coming to the downtown to shop and do business. Although poor weather definitely limits pedestrian traffic, people still come to the downtown during bad weather. People are going to frequent the downtown based on the services and products available, not the weather conditions”.*

### **Abundant Parking (48)**

*“We have plenty of unused parking. Though it will be needed as densities and activity increase, the perception that there will be a parking problem tends to stall projects”.*

*“There needs to be parking such as parking meters distributed throughout, and underground parking associated with some developments. However, abundant parking conjures up images of hideous parkades and sprawling lots that deter pedestrian-oriented activities. Creative parking solutions are much more desirable”.*

*“Pedestrians create a much more lively and human environment than cars that are simply parked in the downtown”.*

*“The lack of parking is an excuse for why downtown's don't perform well. Providing 'abundant parking' makes it just like the suburbs. Making it like the suburbs is anon starter, you can never win this one because downtown can never be the suburbs. Abundant parking implies a reliance on the automobile. This is unsustainable”.*

### **Social Services (23)**

*“I think social services create a mecca of other problems because they attract undesirables to the downtown fuelling issues of safety. A concentration of social services in a small downtown creates problems such as crime, panhandling etc. They tend to attract undesirables that do not mix well with our retail and consumer experience. Concentrating them in a downtown also attracts transients and homeless people in the downtown”.*

*“Social services need to be in areas close to those who need it which may or may not be downtown and some services may have externalities that are incompatible with other retail and consumer uses*

and could have a negative effect on downtown image”.

“The downtown is a retail/business/cultural hub. People come downtown to shop/work/recreate. A very visible presence of social services would create a negative perception about the economic health of the downtown”.

“Social services only serve themselves and do not interact much with the outside environments. Many of the services we have are very insular and cater only to their clients and employees. The bulk of our population is outside the downtown area; these services need to be in the areas where people can more readily access them”.

**Q 5 and 6. Of those that you agreed, which do you feel is the most/least important? Please explain.**

### **All Factors (10)**

“Depends on the function of the downtown. For smaller downtowns, the most important factor is that Downtowns must capitalize on local amenities and services focusing on niche markets. The function of most downtowns has changed dramatically since the mass introduction and use of the automobile. The smaller downtowns no longer serve the Central Business District function and have become more retail and entertainment oriented. Particularly in competition with retail malls and centres, these downtowns are currently relying more on niche marketing attraction campaigns. Product (or in this case Place) differentiation from the retail malls and centres are very important”; and

“You can’t pick one they all have to work together to create synergy and leadership and planning and implementation is a must Downtowns need to be seen as economic engines for the region”.

### **13. Leadership (52)**

“If I had to I would pick leadership as the key. Downtown rehabilitation requires people of vision who are willing to take on the sceptics and bring some hope to areas that are frequently characterized by the worst of urban blight. This is not easily done in a context in which there are many other demands on resources, and in which municipal politics creates many barriers. But downtowns can be turned around if leaders are willing to be bold and constant and committed”.

“Again, although they are all important, I believe that leadership is essential to a downtown's growth and development. It is crucial that the local government in partnership with businesses and other entities work together to revitalize downtowns. The successful revitalization of a downtown takes leadership in order to plan for growth and change. The political and business leadership must say ‘this is going to happen’ as it is a direct correlation to the vitality of our downtown”.

“Our downtown has many different players, individuals and organizations in the public and private sector and it is physically the most complicated part of any city. Solutions to successful downtowns require strong leaders, setting goals and driving to achieve them, and working in partnership with other leaders working on complimentary goals. We always need strong leaders that can move our plans along and help us to improve the downtown”.

“Without individuals with a vision on what the development can look like and determining a means of how it is to be done, it won't be done. Should also have an economic function as well. There needs to be a champion for the downtown, just as their are champions for the malls and other parts of the community. Without leadership and the vision that goes with the leadership, a downtown will never achieve its full potential. The business and political leadership must recognize the downtown as the heart of the community and vital to the whole community's success. Suburban development is relatively easy and cheaper. Downtown development is hard work, usually requiring redevelopment

and always requiring vision”.

## **12. Collaborative partnerships (43)**

*“Downtowns are a result of intentional planning and development through collaboratives. The planning and development of downtown requires collaborative partnerships -- having a clear vision and action play for downtown is key to developing a viable downtown for diverse parties. Partnerships need to provide confidence and leadership to other developers and the community that a sound opportunity exists”.*

In addition, it was believed that such partnerships must include a number of stakeholders (i.e. businesses, residents, and government) to pursue downtown development – without partnerships, planning just becomes a collection of individual actions:

*“Collaborative partnerships - everyone owns the city, neighbourhood, and street, therefore, everyone needs to be involved in its planning. We need change our mind-set to one in which we understand that the issues are not just 'downtown issues' but they are 'community issues' that we need to collaborate on”.*

With respect to universities, partnerships were also considered important and to meeting the challenges of downtown and that planning cannot be done in isolation:

*“Our downtown's success is the result of collaboration by city and university. All need to lead to get the support needed for critical mass. Development is usually more challenging in a downtown-- therefore partnerships are more important in a downtown than anywhere else. It is ridiculous to think that planners have all the answers”.*

### **1. Physical setting (36)**

*“If the downtown area does not adapt with the cultural and generation changes it cannot survive. This is especially true in a University town where every year a large portion of the population is a year younger. A stagnant downtown will not be inviting to the students or their families. These are the people who will use it the most”.*

*“An urban life style is a choice based mostly on impressions. If people aren't attracted to and comfortable in downtown settings they won't come and won't support downtown initiatives. Downtown must be a desirable destination. No program will help to create a vibrant downtown unless it is a place that people and businesses want to go. If no one wants to visit or live there, the downtown will die”.*

*“Physical characteristics are important as we must preserve our past and ensure that future generations remember what is and what was there. We need to readapt these uses to celebrate them and ensure that they are memorable. A quality planned physical environment is the base for downtown redevelopment. High-quality physical elements will foster social interaction and pedestrian activity. Physical space must exist such that the quality promotes safety, encourages growth, and allows pedestrian activities”.*

### **6. Political and Business Priority (14)**

*“I think the notion that downtowns need to be a political and business priority would tie with (or could be linked to) leadership. To me these are extremely important because without vision or leadership that's embraced by both the political and business communities downtown development and or renewal will not be successful... ..Downtown revitalization almost never happens of its own volition. Unless there is community will to make it happen, decline continues”.*

*“Because downtown is generally atypical to the prevailing socioeconomic and physical development pattern in any city/region, it is often misunderstood or 'back-of-mind'. To counteract this tendency, it requires sustained special attention from business and civic leadership that is not easily found in the general public or administrative structures that serve general aims... ..There has to be a commitment by the government to preserve and enhance the center of the community that holds the greatest historical significance. Without ongoing strong community support interest in downtown can tend to fade off when jazzier projects spring up in other areas”.*

*“Politicians cannot convince people to use a downtown. It must be created from the energy of residents and businesses that want to be there... ..Perhaps there are political partnerships, but as soon as the environment becomes politically contaminated, businesses and residents are driven out because there is too much meddling. Politically motivated projects often end up vacant because everyone wastes their time on “saying” rather than “doing”.*

## **9. Clean and Safe (16)**

*“Downtowns must be attractive to visitors, tourists, employers and citizens generally otherwise they are sterile. Without a strong sense of public safety, all of the other efforts to improve downtown viability are merely academic”.*

*“From our community consultation, being clean and safe was clearly the number one public priority. Pedestrian character and economic viability were considered necessary, but mute conditions, if persons feel unsafe and the area has evidence of abandonment”.*

*“Cleanliness and safety are paramount in the development of a strong downtown sector. With a reputation for being not safe and abandoned, downtowns will never fully grow. This is without a doubt the single most important perception that influences an individual’s decision whether they feel welcomed to the downtown or not”!*

*“We have a huge perceptual problem that our downtown is unsafe (in particular). As such, people tend to stay away. This again is specific to Eugene; a significant number of citizens don’t visit downtown because of safety concerns. It is more a perception than a reality, but the two go hand-in-hand”.*

## **2. Catalyst Projects (12)**

*“Again, catalyst projects support the concept of a multi-faceted downtown. In fact - aside from the fact that downtowns are usually centrally located in a community - this is a pretty good definition of what constitutes a downtown, versus a shopping district, office park, or residential neighborhood. It is the presence of all of these in a historic, densely developed area that creates a downtown. The desirability of these complementary and catalytic elements can be seen in the New Urbanism movement that seeks to develop complete communities with all of these, in a walkable setting”.*

*“Catalyst projects are necessary to attract and hold visitors, residents, businesses and industries. They kick start private sector urban renewal activities. We need to attract investment, but we can’t do that until we have residents, and residents will not come unless business development takes place. That’s why in our downtown, we need a few multi-functional catalyst projects going to move forward”.*

*“Catalyst projects are done in isolation and have no regard for the surrounding downtown activity. Resting on one project can be dangerous. Catalyst projects usually infers to a lot of money spent on one particular project. There economic spin-offs are also hard to monitor and are always over estimated... ..I don’t think you need big catalyst projects for revitalization. Ours was series of many smaller projects, investments and collaborations. Large-scale developments are disruptive, expensive, and can weaken a downtown. We need to focus on small-scale localized developments to encourage mix use of activities and experience”.*

*“Catalyst projects -- downtowns should be vital places because of organically nurtured projects and initiatives. Stakeholders should play a key role in initiating and developing people/projects to share their vision. The quiriness of downtowns is important to retain them as vibrant places in community -- an eclectic mix of stores, restaurants, public spaces, etc. should be encouraged and supported. For our downtown, the biggest is the university itself, but others have included a civic center, a new provision for mixed use, and beautification/infrastructure enhancements. There is a lot that needs to happen to build a successful downtown and any success that is hinged on a catalyst project is one-dimensional”.*

#### **14. Never Done (10)**

*“The only thing constant about downtowns is change. Downtowns need to be ever evolving and changing to keep the attraction present. Healthy downtowns are those that evolve to meet the needs of the times, it is critical that planning processes and marketing processes evolve with it to ensure that the very best of downtown is preserved and enhanced”.*

*“It is essential to place continuous effort on revitalizing a downtown. Striking balances between heritage retention and new development is also essential. I believe the having 'harmony' between old and new architectural styles is essential to liveable environment. Changing demographics and economic circumstances require continuous attention. Downtowns aren't museums. They should be constantly evolving a ménage of fine architecture and urban design representing the many decades of a community's existence”.*

*“Cities are organic and they are in a constant state of change. The world is constantly changing and downtown planning is therefore an on going function. If it were done we would have stopped in the 50's when they were in their heyday. Downtowns must be vibrant in order to compete with non-downtown areas and to continuously attract both younger and older residents and businesses to the area. We always have to reinvent ourselves to compete with suburban developments”.*

*“I believe the planning process for downtowns never stops, even after a successful downtown is formed. The maintenance of that area requires constant planning. We have spent significant time, energy, and money trying to improve the downtown area. We will have to learn to develop and plan as a team to ensure success. What is often missing are the implementation and the broader vision”.*

#### **7. Legible (10)**

*“This defines the place of a downtown and is the starting point for the vision and for improvements. It allows for distinct areas that can be planned throughout the downtown so people can walk around and be aware that they are downtown - I guess it is a sense of place”!*

*“The ability to get out of the car and walk around the downtown area, and find the pedestrian experience rewarding is a key function that makes downtowns thrive. Because it is these traits that make it an attractive alternative to malls and big box shopping destinations and provide a character and sense of community”.*

*“An identifiable place in the City (particularly in a suburb setting where surrounding neighbourhoods may not have City-wide recognition). Downtown gives all residents a sense of belonging and an identifiable gathering place - therefore I believe it must be legible, compact, accessible and well defined encouraging pedestrian activity”.*

#### **3. Presence of institutional/educational (5)**

*“We have a four-year accredited College of Art and Design in our Central Business District, and a pre-high school graduation Academy of Music. Both have contributed substantially to stimulating*

*the arts in our downtown”.*

*“The presence of the university has been helpful in attracting people to downtown and supporting a strong business, financial, government and/ or cultural center that anchors our downtown. Students do choose to live and visit food and drink establishments downtown. It promotes the 24 hour downtown that meets the student lifestyle that goes beyond the 9 to 5 clock”.*

*“...I would point out that our educational presence (the most significant in Provo being Brigham Young University) is not within the downtown area, but provides a strong potential customer and employment base for downtown businesses. If we had a better draw (type and concentration of businesses) and better transit access (possibly dedicated) between the BYU campus and downtown, I don't think the lack of the educational facility WITHIN the downtown area would be a detriment...”*

*“I am having some difficulty being objective with respect to the importance of an educational institution on a downtown. As I have said, being close to - but not directly downtown - is a good thing for my University and the downtown core. That said, I can see the value of having an education institution present for a downtown trying to revitalize itself, such as Kitchener, Brantford or Cambridge”.*

*“I do not see it as key to prosperity. Downtowns can succeed without institutional or educational entities, so I don't think they are required. They are unnecessary... ..Downtowns do not need to include an educational presence, but it is often helpful. An educational presence automatically provides a known population base that can be built upon, but the absence of a college or university is not essential to downtown development”*

*“I don't believe that downtowns need a university in it immediate area but should be somewhat in close proximity. The fact that cultural and civic activities are accessible in downtowns feeds the educational climate of the area. Universities, although important to a community, do not need to be downtown, unless it becomes the anchor for a downtown area”.*

#### **4. Parking (88)**

*“Parking is the most important in my opinion. Surrounding neighborhoods are important to drive pedestrians into downtowns, but most people who visit a mid-size downtown will come from outlying areas and need to park so they can walk around the town”*

*“People's perception is always wrong with respect to parking; they think there is never enough but they are often wrong. If you can walk to your services and other businesses, parking is not as in high demand. We found that the majority of people visiting our downtown have come by foot or by public transit. Parking needs to take a back seat – it is more a suburban type of development”.*

*“Automobile parking competes directly with pedestrian-based activity. We must promote pedestrian-based activity so that downtowns remain unique. Assuming that transit and the location of amenities is effectively handled, provision of larger amounts of parking seems least important - although people need to be persuaded that alternatives to private car transit are viable. We need to figure out a way to have fewer cars in the downtown and to encourage people to use public transit and taxis”.*

*“The provision of parking is important to a degree but it does not have to be to the level of suburban housing and shopping centres (5 parking spaces per suburban house and an available spot ten meters from the door of the Canadian Tire store or Future Shop 365 days a year). If there are food stores within walking distance of downtown houses, bike paths and good transit people living in a city centre can survive quite well”.*

## **5. Downtown Residences (5)**

*“Depends on the function and nature of the downtown but for smaller downtowns, the least important factor is that downtown residences must offer an investment of home ownership (please note that this is interpreted as being less rental units and more ownership units). To have a vibrant downtown, mixed demographics should be included. The rental market of today does not necessarily equate to the perception of the rental market of yesterday. The growing gap between land prices and household income are beginning to squeeze out many of those that would have traditionally entered the housing market for the first time. Again, depending on the downtown, currently squeezing out rental units may have a much larger demographic shift that is less than desirable for a mixed and vibrant environment”.*

*“It all depends on the culture and the housing market conditions of your community. In our community, condominiums for example are not the norm. In fact, they are not very popular and successful. Apartment buildings have been more popular and successful that are much more compatible to our demographics and income groups”.*

*“Urbanites are less inclined to own. Rental housing may be just as important and may provide affordable housing. People do not need to own their homes and businesses to make the downtown better. Renting/leasing is also very respectable. You can produce high-quality rental housing that also supports downtowns”.*

*“I think downtown residences should offer some ownership options, but I don't think it's the key issue with most folks who choose to live downtown. Most of our tenants tend to be college or young professional age. Of course, that brings up the chicken/egg discussion. Are they the only folks who want to live downtown, or are they the only folks living downtown because you can't make a real estate investment in ownership”.*

## **10. Reuse Buildings (3)**

*“Historic buildings are very precious if they genuinely had a special place in history. Just because a building is old, does not mean it should be preserved. The technology of current building and the current building codes provide superior products in terms of design option and public safety. If the city has a specific history itself, the historical design concept should be used for the new buildings, to provide an overall flavor”.*

*“Downtowns must be vibrant and capable of growing and adjusting. Worthwhile old buildings that add to the character of the fabric of the area should be preserved. Preservation at the expense of viable growth is a negative influence. While some old buildings should be preserved and reused others should not and the preservation instinct can hinder wise planning initiatives. Furthermore, not all towns are of the age that there are nice older buildings and this assumption would mean that these towns have no chance to revitalize their downtowns”.*

*“When possible and practicable, old buildings should be preserved and re-used. But this general desire should not become a barrier to redevelopment in situations where preservation is not practicable. The cost of preservation is costly and need to be weighed accordingly. Preservation is very important but should not be done to the extreme. It leaves no sense of growth or progress”.*

## **11. Viable Residential Neighbourhoods (6)**

*“Part of the vitality of downtown comes from being the local service centre for surrounding residents. The businesses and services that serve local residents provide a basis for other businesses that serve a wider or more specialized clientele... ..if the downtown is surrounded by unviable neighbourhoods, it will surely fail”.*

*“They protect the downtown as they support families who use and enjoy the amenities that*

*businesses/services offer - they ensure a customer and consumer need for the downtown because they are close to it”.*

“Viable residential neighborhoods may not have to be adjacent to downtown, although they are often important, helping provide a market for the commercial and retail developments, and representing a desirable place for people to live in a purely residential neighborhood with pedestrian access to the amenities of a downtown. Successful downtowns can be bounded either by green space/parks or other natural boundaries such as rivers/coasts; they can be adjoined also by institutional districts such as colleges and government centers, religious districts (Church Row), museums, libraries, hospitals, etc”.

## **8. Local Amenities/Niche Marketing (11)**

*“Downtowns must capitalize on local amenities and services focusing on niche markets. Big box retail and 'normal' activity is expected in mid-size towns. Your uniqueness, what sets you apart from the rest of the city allows both the norm and the unexpected to prosper.”*

The above quote summarizes why 7 participants felt niche marketing is important. However, 4 others felt that this type of approach is not necessary to ensure that downtowns can adapt to changes in consumer preference and do not limit market potential:

*“Capitalizing on niche markets is a silver bullet approach. Healthy downtowns provide a variety of services to serve the entire community. Mixing of uses--residential, commercial, office and entertainment--brings vibrancy to the downtown 24/7... ..A niche market is not a necessity. While some downtowns may focus on a niche--often times it happens as a matter of chance (one retailer wanted to locate next to a competitor). Downtowns must be flexible to change as the market changes”.*

## **Q 12. For those contributions that you selected in Question 11, which ones do you feel is the most important? Why?**

### **1. University Expenditures and spending (52)**

*“The University, historically and economically, is much of the reason the community has grown and has remained economically strong. Expenditures drive the local economy and the university is the leading sector. It's a huge enterprise with a diverse workforce; the multiplier effects are profound. The university is the largest employer and most of the students work at this university. University-related indirect employment and sports-related tourism drive much of our community's goods and service industry. Overall, the university's expenditures on their facilities and operations provide tremendous stability to the local economy”.*

While the university could lend to economic stability, more specific examples of the university impact to the downtown economy were explained as follows:

*“University expenditures and spending (e.g. taxes, renovation/construction, supplies, payroll, goods and services, and scholarships) help stimulate regional demands for goods and services and for labour and capital. With a student population of 33,000, millions of dollars are spent in town due to the university. With the exception of taxes, the University encompasses over 60% of the property and pays no real estate tax”; and*

*“The University of Notre Dame is the County's largest employer and provides hundreds of jobs in a variety of sectors within the community. It creates a market for many of the amenities we have in our downtown. The University represents stable high paying jobs and a large student population that result in a significant infusion into the local economy”.*

*“When the university put a moratorium on building construction due to a drop in the value of its endowment following Sept 11, 2001, the local construction industry lost several hundred jobs. Once the moratorium ended, construction, hundreds of jobs were again created. Also, the university generates as much as \$7 million dollars of retail/commercial business on the weekend whenever the football team plays at home”.*

## **8. Human capital investment (46)**

*“Turning out graduates that fit the type of industry niche of the area is one of our goals at our university. Ultimately, we provide additional training for the community that meets a huge need in our community. I think the student contributions to the community are invaluable for both the City and the development of the 'whole' student -- it is the reason that the university exists.*

*Presence of universities is the anchor of our knowledge-based economy. We train students to contribute to the local economy because they are our future leaders. By providing a highly skilled workforce, the university is able to attract employers as well as provide market for housing, goods, services, and culture. The teaching and research programs of an urban campus are the stimulus for activity in the surrounding area”.*

*“McMaster University is not close enough to provide significant direct economic impact but it does add considerably to the local labour pool, has relationships with local businesses helping them to grow, and spins off new businesses from its research activities”*

*“In the 'knowledge economy', it is a tremendous advantage to have a high percentage of college graduates in Lincoln. Our university is the city's largest employer providing stable and higher-income jobs and importing student spending on local goods and services”.*

*“Over the long run, this is the benefit that continues to accrue to the community year after year after year, as the former students provide the trained workforce needed and evolve into the business and community leaders essential to continued growth, prosperity and well-being of the community”.*

## **10. Attraction of Business and Investment (25)**

*“As an Economic Development Officer and former Technology Transfer Officer at the local university, there is a strong benefit to new and existing businesses, when there is a strategy to Attract Business and Investment to the Region”*

*“To the City, possibly the most important is that the university presence can be used as a recruiting tool when trying to attract new businesses to establish themselves in this City. Entrepreneurs and senior management will be attracted to the fact that their children (or themselves) will have access to a university in their hometown”.*

*“The spin-offs from university talent and research contribute greatly to our community's ability to provide quality jobs to residents and access to trained labour. The jobs that have been created and the investments that have been made in the community have served to enhance quality of life and have helped to support a lot of the services and amenities which people value (i.e. arts/cultural initiatives)”.*

*“At this point, the economic/employment factors are highly significant and of greatest importance. In a time when manufacturing jobs are a thing of the past, we must look to our University to attract higher paying, 'white collar' jobs to our area. Subsequently, we look to them to also train the work force for such opportunities”.*

*“In business development, the first question that potential new employers will ask you is “If I move to your community, will I find qualified workers”? Without the presence of a well-known university, we would not have as much success at attracting new jobs to our region. Business is drawn to the area*

*because of the outputs, (science, academic, skilled people) of the University”.*

*“BYU and its influence on spin-off business in the community is quite different from many universities due to its very conservative and strict, religious-based policies that strongly affect housing, social activities, etc. It is fairly self-contained, other than for housing. Because of its ties to the LDS church, it also brings in and disperses students from/to many parts of the U.S. and the world. Due to the tendency of Utah resident students (and many other LDS individuals) to want to stay in Utah permanently, it contributes a highly educated work force and one with an amazing scope of foreign language abilities (due to mission work of the church and the related Missionary Training Center at BYU) for technology and international business interests”.*

## **2. Creation of Indirect Employment (19)**

*“I interpret this to include spin of companies (e.g. high tech companies like Research in Motion) or research institutions. Both are very important. When one or both occurs it creates positive mutually reinforcing spin for the community and the university. The result is that the community becomes recognized as a great place to get an education, work, start a business, and/or live”.*

*“The university is the largest employer in the area by far any spending and employment greatly benefits the area. It brings in lots of money from research and teaching related activities. As such, we experience a high volume of students that use our downtown and surrounding services”.*

*“Universities contribute economically to a community but that's not the most important thing that they do. I think universities attract people interested in ideas and create public spaces for intellectual discussions. This is a really positive thing for communities. Many people affiliated with universities (students, faculty, staff) are very interested in arts and culture product. A large critical mass of these people will help ensure these things are available to the broader community”.*

*“Given the size of our community, the University's stimulus to the economy of the area is probably the most important attribute. Because of the constancy of the University, our economy remains steady and healthy even with economic downturns nationally. The spin-off retail sales are the most important to the university's impact on the surrounding downtown. It provides for a diversified economy and a young market. The attraction of business and investment to the region occur more through entrepreneurial ventures often related to students who want to stay in the community after graduation”.*

## **3. Student and faculty contributions to local economy (17)**

*“My responses relate to Millersville University, a Pennsylvania state education institution, which is located in another municipality about 5 miles from downtown Lancaster. Providing a pool of college graduates in a variety of fields contributes substantially to the local businesses in search of qualified candidates”.*

*“The students, their families and friends help establish a tourist base as well as a higher demand for goods and services for most of the year. Due to the somewhat isolated location of the town, it would suffer severely without the students”.*

*“The university increases the population of the city by close to 4 or 5% during the academic year. This represents a significant investment in the local economy. The University is a destination and brings new students to the region. They provide a new demographic/activity that did not exist here. It adds to the local economy and population”.*

*“Student contributions to the local economy are incredibly important and they are often understated. Students bring vitality and zest for living. They define the funk factor of a city”.*

*“Student contributions to the local economy with respect to enrolment, tuition, rent, groceries, books, and supplies. The student population contributes to the economy, but unfortunately, the majority of*

students who graduate from this University get jobs in the larger metropolitan market 70 miles to the south. We would like to diversify our employment base to take advantage of the graduating students”.

*“From Florence, Alabama and State College, Pennsylvania to Savannah, Georgia and Madison, Wisconsin, a large university student population (ranging from 15 to 20 percent of the downtown population) acts a powerful economic engine” (CR).*

#### **4. Spin off effects (12)**

*“Loveland, Colorado has a branch of a community college in its downtown. The community college has limited impact in the areas of capital investment, etc. on facilities and real estate so its biggest contribution is the spin off generated by student activity and the regional stimulation of demands for goods and services - they provide unique opportunities for growth in the downtown”.*

*“Spin off retail services. The student, not the general population, is the basis for our downtown retail, restaurant, and club economy. It drives the downtown housing market and provides half of our city’s revenues come from sales tax. Residents and tourist can enjoy such venues as well”.*

#### **7. Faculty contribution to research (5)**

*“Faculty & student contribution to policy-making has had the greatest identifiable effect although the economic contributions may well be the power behind a successful downtown. It has the greatest potential to solve some of the urban issues cities are facing. Planning and research are the most important because they create a direct partnership relationship between the university and the community”.*

*“I would say faculty-student collaborative research is best, because the faculty and student benefits. When the collaboration becomes community-based, then the focus reaches the community and they benefit as well”.*

#### **11. Unique Architecture (5)**

*“Our campus provides some of the best examples of modern architecture in the city... ..The unique architecture and facilities the University contributes to the City is a draw for tourists, and those tourists tend to contribute to the downtown through shopping and dining. The University really helps the downtown create a sense of place. The community always feels like they are a part of the university and the university feels the same”.*

#### **12. Provision of university services (2)**

*“The provision of university services has the potential to vastly improve the overall quality of life in the community. This happens by offering university-level libraries, brings knowledge to the community through faculty, researchers and students and inspires community members (and youth) to pursue higher learning”*

#### **9. Increase productivity of regional business (2)**

*“I think we are working on increasing the productivity and competitiveness of local businesses in our area, but we have really just started this in earnest. The last 3 years or so-so the contribution isn’t there yet. I think this takes the faculty and staff knowledge to puts it on another level which will lead to increased economic activity in the future”.*

*“The University in our city has the best shot of any local institution/group/initiative in sustaining the long-term economic viability of our community as it shifts from its past strong competitiveness based*

*in high-value-added manufacturing to adjust to the global economic restructuring that tends to relocate manufacturing jobs 'offshore' and retains/develops 'knowledge economy' jobs in Canada".*

## **5. Developing Real Estate and Facilities (2)**

*"Developing real estate and facilities adds to the economic base and structure of downtown. However, they should be built with longevity in mind (separate units) for future expansion/change in direction for use".*

*"Protecting historic buildings in downtown that may have had an uncertain future otherwise...  
...Our institution is too small to make a major economic contribution, but its recent arrival has changed the entire perception of the downtown and stimulated a veritable boom in residential development in the core. The unique architecture and facilities along with the services provided to the public reinforce the very positive perception of the institution, adding to its effectiveness in stimulating development".*

## **6. Provision and Maintenance of Highly Skilled Work Force (1)**

*"Provision and maintenance of highly skilled work force assists with economic development that leads to youth retention and a growing economy due to population growth... ..it allows for more disposable income to invest in other retailing and economic activities for the downtown."*

**Q. 15. What factors do you feel would limit the roles of university in downtown revitalization? Please explain.**

### **Financial Limitations (48)**

*"A lack of federal/provincial support has not provided money for redevelopment and/or new growth for universities and municipalities. At least locally, with no growth of the local institution, there are no significant physical impacts through the institution. We are faced with capital funding limitations for property acquisition and building construction"*

*"The principal problem is a lack of provincial support for such initiatives. In such a context, municipalities frequently have to 'go it alone', without the resources necessary to fully develop promising projects"*

*"State funding for public universities has been cut, limiting what they can spend to help with revitalization. Also, reluctance of students and student leaders to confront the violence and vandalism caused by binge drinking, which leads others to shun downtown".*

*"Budgets are very tight at Universities and it is difficult to set aside budget dollars that do not directly benefit students beyond the institution's gate. Downtown areas tend to be expensive locations to purchase property and revitalization becomes an expensive proposition, and state budgets are tight. Without realistic budgets and private foundations to leverage against, it won't happen... ..Limited university budgets restrict a university's ability to support necessary on-campus and direct educational needs, with little left over for community development. University administrations also tend to be insular, with little broader community involvement"*

*"It can be difficult for a downtown university to balance the beneficial effects of its downtown investments with the sometimes-negative perceptions of a hegemony that quietly or secretly dominates property transfers and upsets the plans of private investors, without asking for public input or sharing its growth plans with the public".*

*"The university's ability to raise money or funds hinges on what it can contribute to the downtown. We need to have research and endowments that encourage investment in our downtown. We need to convince our community and university leaders that it is in their best interest to participate in helping to revitalize our local community. Universities do not have money to invest -- at least ours doesn't. University capital budgets are too small to build/rehabilitate buildings".*

*"Universities are tax-exempt institutions, often with considerable land holdings. While universities contribute much to the local community, this loss of tax base on a small city and a local school district dependent on property taxes can have a negative impact... .. The highest and best use of a downtown parcel from a purely short-term dollars-and-cents perspective may not be a non-taxpaying educational institution. Our community suffers from tax base erosion due to University acquisition in our central and fringe areas. Any downtown redevelopment activities by the University need to allow for private partnership so that there is a tax benefit to the community".*

*"This university has a large property located away from the downtown core and all campus activity is concentrated there. There is no financial incentive for the University to locate services downtown. There has been some talk of establishing a residence downtown, but services are not available to students there and transit is so poor that living downtown is a disincentive for students".*

### **Administration - Leadership, Politics (43)**

*"Views of the university administration. Some university administrators believe that their role lies only within their campus. They don't believe that the fortunes of the university is tied to the fortunes of the community within which the university is located... ..My experience is with a public university where its governing body serves the state and not the local community. The governing body does not necessarily see the role of the University as one that should proactively take a role in downtown revitalization".*

#### **Politics**

*"The willingness of university officials to be seen as a political influence in local politics limits effort to downtown. Bureaucracy is also huge problem especially when trying to get resources together to achieve a common goal. City/university politics can be complicated with some politicians/citizens resenting the large political impact that the university can apply".*

#### **Lack of Vision**

*"One of the biggest limitations is the lack of vision either on the part of city council/administration or universities to put significant effort into building town-gown relations. The lack of imagination, greed, risk, a narrow view of postsecondary education, bureaucratic and institutional barriers limiting flexibility in the allocation, distribution, evaluation of educational resources".*

#### **Lack of Cooperation**

*"In our City the decisions are clearly separated. We communicate but the City makes decisions independent of the University. Likewise, the University has not seen the success of the downtown as part of their direct mission. If the focus of the university's administration is turned inward instead of outward, this will be the greatest limitation o the role of the university in downtown revitalization".*

#### **Leadership**

*"Lack of commitment by university leaders limits university involvement. Mostly Deans are from outside the area and leave the area again when they change positions. There is no ownership on their part. Universities are not encouraged to expand beyond their boundaries. They stay insular".*

*"The public sector (the City) must be the one to show leadership. Without this leadership the role of the university is limited to help build and maintain facilities in perpetuity".*

*"Poor vision on the part of university leadership. The leadership of any university must see its part*

*of the community in a sense broader than simply as an educational institution. It must understand its part in economic development, business and technical assistance, cultural development, and other outreach programs and opportunities. With the shared vision of the university and city growing together, the synergy of combined budget and cooperation is lost”.*

### **Not in Mission/Culture (37)**

#### **Culture**

*“The university 'ivory tower' culture is not project-oriented, academic without reality, isolated versus engaged in community. The culture class between the university and community results in them to not know enough about each other to work together”.*

*“Culture of the university, the attitudes of its administration, the relationship between the quality of life in the downtown and community and its perceived impact on university student enrolment, the culture/attitudes of political and civic leadership, the history of community-university relations, the proportional size of university to community size (if university is similar in size and financial clout as the municipality, the relationship may be more competitive than cooperative), community awareness and support for the contribution of the university to local economy”.*

#### **Mission**

*“Many universities (including the one in our town) do not have downtown revitalization or economic development in their mission. The universities’ policies and strategies often limit their abilities to participate in public processes. There is an ongoing debate about our mission’s role as an educational institution vs. role as developer”.*

*“Universities are academic centers and rarely have their own means to make change in a downtown area. Although expert advice and related support could be found at a University, the university itself is not the catalyst for change. While the university recognizes it has a stake in downtown’s health and vitality, revitalization is not it’s central mission”.*

*“Individual university missions, a desire to keep things on campus, lack of funds (especially for off-campus activity). Universities are just one of several potential institutions or organizations that need to become stakeholders... .. Universities do not see this as their mandate. Typically universities are inwardly focused with no real connections to the communities they exist within. A cultural shift is required to change this”.*

*“The principle mission of universities is education and research. Universities also want to have a positive impact on society and in certain circumstances that can include structuring projects to have a positive impact on downtown, but that is not a primary mission of all universities - only of those that seek to make it so. However, it can often be a corollary benefit of careful design of individual projects developed for principally for other purposes”.*

*“A university’s mission that does not support community outreach and service learning to the community. Faculty, therefore, are not encouraged to be involved as well as now being informed on what role the university could play. Some members of the community view university as too elitist/academic to contribute to 'real world' issues. Being too focused on academic research, instead of applied research could also detract from the role(s) of the university in downtown revitalization”.*

*“If a University focuses on research that benefits only those in the University community and not the general community as a whole, those outside the University suffer. In other words, the community outside the University boundaries does not benefit from the resources at the University”.*

*“In my experience, the University itself does not play much of a role, but the breadth of experience and interest of university faculty, staff and students, who are also community residents, has a large impact on downtown development. Not having a physical presence in the downtown would limit the*

University's role?"

*"Depending on the academic focus of the institution, they may or may not have faculty who wish to engage in off-campus community initiatives. In this community, much of the participation is by the Business and Marketing faculty. Our local institution does not offer Engineering or Architecture programs and so there is not a pool of students interested in volunteering in appropriate revitalization projects".*

### **Apathy, Lack of Interest**

*"Unfortunately, the university administration does not participate in downtown development despite our (municipal government) best efforts to engage them. Our university is too focused inwardly and places all responsibility for revitalization on the City. University faculty and administration do not get involved in the downtown area unless it is directly linked to academics or athletics".*

*"The main limiting factor is the University's interest in participating in downtown revitalization. If the University wants to play a role, it has the wherewithal to contribute significantly. While the university recognizes its potential role and is particularly enthusiastic about the capacity of community-based research to effect positive social change, its core mission does not have an explicit community development role, and the many conflicting demands for resources limit its commitment to be a proactive partner in downtown revitalization. We talk a lot, but don't do much. As well, many faculty are reluctant to physically move downtown as it disconnects them from the intellectual, political and social life of the campus as well as from library resources and student contacts".*

### **Disconnection (10)**

*"A culture of disinterest by the university. Sometimes there are different visions, goals and values held by university and community. Community resistance has occurred due to poor 'town and gown' relations. There is a feeling that the University is focused on just the university area and does not relate to downtown issues".*

*"The wall between Town and Gown limits involvement. There is often a lack of mutual respect between local professional staff and academic faculty. Also there may not be a productive relationship between local Government and University Administration".*

*"Although some universities are located in downtowns the function and physical form a very separate from the downtown and the community as a whole. In many instances they exist as 'separate communities' not interacting with the community they exist in. Our university is still in denial of its negative impact on the surrounding community. An inward-looking university would limit the role of a university in downtown revitalization. It would mean that that did not become part of the community".*

*"Universities' own desires to be a world unto themselves; impatience in working with other players in the downtown. Universities often have their own agenda for their facilities that can lead to actions that do not support downtown revitalization. For example, some downtown campuses have closed off streets or developed internally-oriented amenities".*

### **Need Partnerships (11)**

*"A university alone cannot create a good downtown - partnering with universities, community-based organizations, local government, school districts, and public housing authorities is important to achieve downtown revitalization" (CR).*

*"By partnering with downtown, universities have means to lead downtown development. I believe universities are helpful in bottom up development. If universities lead, they may alienate the local populace and hurt downtown redevelopment".*

*“Downtowns ultimately belong to the community. Development should be in partnership with the university, but direct university investment (i.e. purchase of property) has a depressing effect because it removes the property from tax rolls and limits entrepreneurial opportunities”.*

*“Forging genuine partnerships to accomplish change is hard work and requires talent and direct investment by the university--thus, has to compete for scarce resources. Unfortunately, our university administration is not good collaborators with the many entities required in the complex redevelopment and revitalization of downtown. They are used to getting their way, or pushing through their agenda. As a result, there are citizens who are sceptical of universities and their contributions to the locale in which they reside”.*

### **Lifestyles Conflicts (10)**

*“In recent years the University began limiting the use of alcohol on campus and within sororities and fraternities. As a result, there has been a strong increase in the number of bars downtown relative to other retail stores. Many stores have closed as a result of this change in the overall atmosphere of downtown”.*

*“The University tends to be insular and do not provide much outreach (at least that is my experience) and, therefore, have a lack of understanding of downtowns. Having a university facility in a downtown is less help if students spend all of their time there and then leave to attend classes elsewhere without having them interact with their host community”.*

### **Size (9)**

*“Because the university is so large, it is hard to find partners that are willing to work on downtowns as well as funding limitations (what we can and cannot spend for our grant awards)... .. If they are too large then they may cause issues such as student-lifestyle conflicts or trying to find someone to assist - university can be very bureaucratic at times... ..If the institution is too large there is the threat of a 'student ghetto' developing. The scale of institutions must be calibrated with the capacity of the town”.*

*“I would suspect the size - if it is too small then they do not have the impact to make a difference. You need a certain populous to provide a notable impact to the downtown. The university is relatively small size when compared to employers located in our downtown”.*

### **Housing (9)**

*“Due to housing demands, it is very difficult to maintain affordable housing for the lower and middle class families who are residents all year round... ..Student housing versus market rate rental may be a conflict and keep downtown values low. Students are transient and less likely to make an investment in any given college town. Non-ownership of properties equates to a reduced influence unless the university (and partners) could offer those owners incentives to participate in revitalization planning and implementation”.*

### **Location (7)**

*“It is difficult to see direct tangible results when the distance is great between the university and the downtown. If they were geographically not located in the downtown, many would question their role... ..The University here is not located downtown. The most direct contribution to downtown revitalization would have been to locate the university in the downtown... .. The University is not located in downtown, but near it. Therefore the buy-in is not as great, nor deemed as important.”*

### **Zoning (3)**

*"I think the way local polices (i.e. land use) and zoning are applied to universities limit their growth, development, and the type of services they can provide to a downtown restricted in certain areas of our downtowns".*

### **Limited Development Opportunities (2)**

*"The growth of the university is limited when there is no adequate development opportunity and/or land in the downtown. It is difficult to market commercial and retail services other than those services related to students – too many bars".*

**Q16. What factors do you feel would enhance the roles of university in downtown revitalization? Please explain.**

### **Partnerships (50)**

*"Partnering with the City, downtown businesses and property owners to identify opportunities for additional university related functions are required. Opportunities for student co-op employment opportunities with core-area businesses should be supported. Closer liaison between the university, core-area businesses and the police to address issues pertaining to student conduct".*

*"Strong partnerships with community organizations and councils because the university's mission/goals do not naturally or completely align with city/community and vice-versa. Strong town-gown affinities found where the university has what the community values".*

*"Partnering with universities, community-based organizations, local government, school district and public housing authorities are important to achieve downtown revitalization. Without strong partnerships, revitalization cannot occur.*

### **Mutual trust**

*"The most productive relationships are individual cooperation between particular faculty members and community staff versus institutional relationships. Where mutual respect is present, then interaction takes place. Universities would benefit from greater involvement in local collaborations to develop trust among a variety of partners".*

### **Cooperation/Communication**

*"Cooperation in establishing a frequent and free transit service between downtown and campus. Most people prefer that downtown housing be non-student (no matter how conservative the school, students still create a living atmosphere that permanent residents don't like); BYU has recently brought its boundaries for approved student housing (private housing within the community requires BYU approval) closer to campus, which has helped with downtown neighborhood revitalization".*

*"Better communication and greater university recognition of the value of community-based research, and support for such work; greater tolerance for participatory action research and advocacy... ..Being able to communicate with local planners and politician to express need and support community outreach so our students, faculty, and staff can be more involved in decision-making of our downtown".*

*"Frequent communication between top city and university administrators, with a focus on how each can benefit through the intermingling of faculty, students and residents. Benefits can accrue to both in areas ranging from business development, technology transfer and emerging technologies to the importance of arts and culture in both the university and the community... ..For a partnership to work, both the city and the university have to see clear benefits to their involvement and contributions. This requires very strong communication and planning, and the political will to*

*combine forces through strong and collaborative partnerships”.*

### **Active Participants**

*“Universities need to see themselves as an active participant in all community issues, not just downtowns. If they see this then they will act on the important community issues. If downtown is in need then they theoretically should get involved”.*

*“The perception by the University and its governing body that the University is a citizen of the local community who has an obligation to concern itself with the vitality of the downtown for its own and for the community's success”.*

### **Recognition**

*“There needs to be a recognition by provincial governments that universities are economic engines and can attract members of the 'creative class' to town. The community needs to be aware of a campus population's market potential-- recognition that the fortunes of the university is tied to the fortunes of the community within which the university is located”.*

*“More public recognition of the role of the university in keeping the downtown strong -- particularly in times of adversity (when the university is being criticized in the community). This would help build better community relationships between the university and downtown”.*

*“I don't know if the University Administration views proximity of the Downtown to the Campus as an asset. Downtown is the entertainment area for a segment of the student population and it does not provide housing for very many students. A clear recognition of the importance of education in downtown settings, accompanied by financial incentives relating to affordable real estate, might make a difference”.*

### **Leadership (36)**

*“Our leadership must be flexible to allow a university to experiment in various ideas such as off-campus facilities and give opportunities to communicate and gather the right people together to help improve the downtowns. It would also help if universities embraced the need for downtown revitalization. It would also help if they were not so competitive with other universities”.*

*“There must be a greater understanding by community organizations that universities first priority is to fill their primary missions and that universities want to work cooperatively in achieving positive social benefits, but they cannot adopt the mission of a particular community organization or that organization's vision for achieving a result without a proper consideration of alternative approaches. Nor can universities be necessarily expected to redirect resource away from the primary missions to meet secondary or tertiary goals if the primary missions would be adversely impacted by such diversion. Universities and other educational institutions are convenient large units that groups may seek to responsabilize for all of society's ills when generating grass roots support is more work, but also can be more effective”.*

*“We need strong leadership to push the concept from the drawing board to the outside world -- this leadership must come from university, government, and private who can support community outreach (both financially and philosophically) so faculty can engage more with community freely. With good leadership things can be done faster and better as well as with a good budget support...  
...Community and university leaders must make downtown revitalization a priority. A greater recognition by stakeholders (including municipal and provincial government) involve in Downtown Development of the priceless value of post-secondary institutions in a Downtown”.*

*“Creative imagination, generosity, a willingness to take some risks and make some mistakes, a genuine interest in the lifelong learning needs and interests of all local residents”.*

## **Service Learning (25)**

*"You need to look for and encourage students, faculty, and staff to work with local organizations. For example, having English majors work with local non profits to assist them with proposal writing and fund raising; having technology/engineering students and faculty working with local businesses and local citizens to provide technical assistance with computers; and helping local arts organizations organize and present programs larger than they could with their existing staff".*

*"We need to get universities to understand how their teaching and learning missions could be served -and how their presence is necessarily impacting the common future of the area... ..I have seen some examples where faculty and senior administration have come together and made a difference - especially relating to downtowns. Faculty must be willing to take a chance and work with community residents and business to improve the downtown".*

*"More support of "service learning" as a way to support and enhance downtown revitalization. We need to see more volunteering of University personnel and organizations to the work that needs to be done, instead of such organizations in particular wanting to be paid. Members of the university including students need to be given a strong role in helping to shape the downtown areas. This would allow university to be fully engaged with their many communities (business, cultural, marginalized, informed citizens, part time students etc) found in the downtown".*

## **Planning/Policy Issues (28)**

*"Campus planning and downtown planning efforts need to be more closely integrated. Communities should approach universities into the long-range planning process. Many times students offer an aspect on ideas that differs from city staff... ..If there's an urban planning department or architecture they can be direct links. Student activism and creating demand for culture products are created indirectly by the university".*

*"Developing plans/policies to support dense development of the downtown with dense (vertical) development (especially parking garages) at the abutting boundary of campus; develop flexible zoning to allow for innovative planning that supports mass transit, on campus and near-campus living for its undergraduates and married students with families, and downtown retail by not creating competition from subsidized on-campus retail and restaurants".*

*"Increased understanding on the part of the university of their role in shaping the greater local community, and the development of an effective, active, and intentional role for the university in directing resources into the local community. In short, greater involvement in helping to stabilize the entire local community plan (local schools, public safety, social services, etc.) will have a direct impact on the strength and stability of the downtown area. Beyond that, a university's direct role in downtown should be limited to a handful of planning policy-issues (public safety, transit, sanitation) and some degree of public/private real estate development that has a quantitatively recognizable positive impact on downtown".*

*"Integrating university use of the community and community use of the university. It would bring together the strengths of both the community and the university to achieve the goal of downtown revitalization. We need to develop master plans that promote the growth and design of campuses that are more compatible and flexible in the downtown that include the surrounding neighbourhoods".*

*"Meaningful planning outside of the political arena is the greatest role a university could play. Local group and local elected officials are short-term players where universities have institutional longevity".*

*“Universities need to become more entrepreneurial and function more like planning consultants and less like academics. Also, they must try focusing research/class projects on contemporary projects that are consistent with municipal policy direction”.*

### **Funding (23)**

*“Universities in cities should provide incentives, such as down payment assistance, to university personnel who live within existing houses in the community. Franklin and Marshall College (not a university) in the City of Lancaster (not in the downtown itself) provides financial assistance to faculty and other employees purchasing homes in the City near the campus”.*

*“Financial support from the university and the resources available to the university is required. These resources include alumni groups, business incubation in downtown areas, incentives for faculty and staff to live near campus, and limiting competition with private sector business”.*

### **Facility Development (10)**

*“Any downtown university facility ought to be large enough (perhaps 300+ students/day) to create a centre of activity, offer some community space or programs and therefore attract local investment”.*

*“The university must play the role of partner fully and take responsibility for developing the overall quality of the core. They can work with the municipality and the business improvement zone in order to develop downtown campus facilities and housing for students... ..By formalizing institutional structures for universities, local government, and other stakeholders can work together on common points of interest in downtown revitalization”.*

*“Developing activities and functions in the downtown that encourage activities and student participation that goes beyond the borders of the campus. By supporting joint-use developments, the combination of university space and space leased or owned for the benefit of the general public would leverage initial investments by the university”.*

*“Where possible the University can partner with hotels and other downtown services in conference planning. The University can sometimes provide a retail outlet to the downtown that draws the university community to the downtown. Sometimes the University can deliver certain types of courses in the downtown area where it makes marketing sense to do so”.*

*“The integration of university facilities with other community facilities can enhance the role a university plays. For example, a performing arts center/lecture hall would be a good synergy for downtown and university; acquisition and restoration of older abandoned buildings, provision of publicly accessible facilities for meeting space are other examples of combined use of facilities”.*

### **Off-campus facility**

*“Partnering with other organizations to bring about the necessary change (for example, the City or Business Improvement Associations) such as developing a satellite campus in the downtown... ..Universities must have the ability to provide services off campus and in downtowns such as post-graduate studies, student housing, business programming (i.e., conferences, symposiums, etc.)... .. Having a physical presence in the downtown would legitimize and enhance the university's role in downtown so direct benefits can be seen and evaluated”.*

### **Lifestyle Conflicts (4)**

*“Take responsibility for student behavior management -- University should have consequences for anti-social behaviors that occur off campus. Our town administration spends much money and time on baby-sitting. We must find ways to control off campus drinking. We are finding that local residents avoid the downtowns when students are there”.*

*“Our City does not feel that University has the interests of the City in mind during expansion, regarding relations between students and locals, etc. City and U. need to partner to address some of these issues”.*

### **Economic Development (3)**

*“The money flowing into the downtown from students, their families and friends who visit contribute a large amount of the community revenue. Through marketing, we are able to provide downtown services and retail to not only students but permanent residents as well”.*

*“Promotion of specific areas where the university could offer help with downtown revitalization such as demonstrating leading edge concepts and building technology (e.g., green roofs, low impact development techniques, LEED standard buildings)”.*

*“Active interest in spinning off potential products of university research/development into economic development for the community. Locating off-site university facilities in downtown locations that would enhance redevelopment”.*

### **Time (1)**

*“We need time to work on projects and get meaningful research and projects underway”.*

### **Housing (1)**

*“To reevaluate their policies on housing (until recently, dorms have not been built since the 1960's) creating a huge demand for housing as the University grew. Every available piece of real estate has been acquired for multi-family/student housing. University policies frequently have a direct effect on the community. The university has huge land holdings for which they pay no taxes, yet the local government provides services”.*

**Q27. Being located in a mid-size city, how does its size influence a community-university partnership compared to that of larger cities (for example, Toronto, Ontario, Chicago, Illinois, or Boston, Massachusetts)? Please explain.**

### **Accessibility (47)**

*“Community and University leaders in mid-size cities are more accessible and usually already known to each other well. This makes it significantly easier to build solid relationships based on trust when you know each other and who the key players are on both sides. It is easier to get to the top of city leadership and be close to where decisions are being made. Greater opportunity for engagement as informal relationships can more readily be initiated which can lead to working partnerships. It is easier for both the community and the institution to develop a mutual trust relationship. I think we know each other and how to treat each other when working on projects. We can work together as we understand each other needs as well as who holds the power”.*

*“I sit on many committees that have the same people on them. Everyone knows everyone's agenda so it makes it easier to plan for stuff in the downtown. The smaller the community, the more effective the collaboration because people get to know each other well and natural community connections develop. We are always aware and attuned of who and what the university and/or community are doing. They are instrument in our master planning session. I think that you know who the players are and what sectors they represent. This makes for wonderful collaborations”.*

*“I sit on many committees that have the same people on them. Everyone knows everyone's agenda so it makes it easier to plan for stuff in the downtown. The smaller the community, the more effective is the collaboration. Because people get to know each other well, natural community connections*

*develop. We are always aware and attuned of who and what the university and/or community are doing. They are instrument in our master planning session. I think that you know who the players are and what sectors they represent. This makes for wonderful collaborations”.*

*“University may be viewed as more visible to the community so they are watched more carefully. They have a greater influence and are more often looked to as a resource for such collaborations. There are more political/public expectations that universities will make some type of contributions to the downtown. The more visible, and thus, the community is needed to support the institution and its partnerships”.*

*“Being in a mid-size city we have much more potential to be flexible to decision-making so that results can be seen more quickly. Having a smaller network of partners smaller makes it more clear and easier access to partners. A partnership model can be more equally based”.*

*“A mid-size city might benefit more from collaboration between the two partners. Politicians in larger cities might not feel that this collaboration is mutually beneficial (i.e. each side may not understand the needs of each other and the speed with which they address problems)”.*

*“I'm not sure size has any impact on the partnership. Perhaps by being a mid-size city, there are fewer demands on the university for community participation. Hence, this could allow for greater commitment to the goals and objectives of the particular partnership (i.e. less pressure to 'move on' to other initiatives)”.*

### **Greater Influence of Partnerships (32)**

*“My general inclination is that universities have a larger impact in mid-size cities; mid-size cities have smaller governmental organizations both of which provide more opportunities for partnerships. The university partnership is potentially much more influential in the mid size city than in the larger one. Faculty staff and students are involved citizens who can have a greater impact that results in both sides having a better understanding of the benefits of such a partnership”*

*“In mid-size cities, universities have more visibility, influence and are more often looked to as a resource for such collaborations. Smaller communities are likely to benefit from drawing on university resources and expertise because they make lack these resources within the municipal corporation. There are more opportunities for partnerships within a smaller community as the University generally plays a more vital role in the community development, etc.”*

*“In Florence, Alabama and Auburn, the University is the strong partner that leads to success. Smaller Universities can have greater impact in a mid-size town. In our city, the impact of the University is greater simply because they are a larger percentage of the student population (18%) and economic engine. The student body has more impact on local neighborhoods and community businesses than in a more diluted situation found in larger urban centres. Unfortunately, affordable housing in particular is negatively impacted”.*

*“The university president in a mid size city can be very influential versus a large city where the university president must compete against other universities. The elected community leader must be willing to share in a smaller community or it becomes a power struggle. It may make it easier because you can bring in the key players (e.g. university, local government, city staff, mayor, neighborhood leaders, neighborhood activists, media, developers, and economic development staff) and over time gain the trust and respect needed for change”.*

### **More Intimate (30)**

*"A larger size city would likely give rise to a level of dynamics and synergy that small cities do not in terms of research opportunities, local expertise and capacity. However, building relationships between university and community and within the community is easier. The development of the partnership, in my opinion, is easier when dealing with a more localized facility. Generally, in mid-size cities, the University population is largely commuter and more familiar with the locale".*

*"Being mid-size allows deeper relationships between universities and communities to form because there are fewer players -- and these players tend to stay in their roles longer (they have a larger stake in the success of the partnership). Also, increases likelihood that you will have a broader relationship"*

*"You will meet the same people in a variety of contexts in mid-size communities (your children go to school together, you go to different community events together, belong to a variety of different committees/clubs together). Partners can be drawn from a smaller circle of leadership with personal intimate knowledge of each other and overlapping involvements in other beneficial relationships in the community (i.e. clubs, religious organizations, etc.)"*

*"I think mid-size cities are able to maintain greater degrees of flexibility and can better foster direct relationships between key leaders. The 'system' isn't so large that it precludes that kind of personal contact. It is also more opportunity to be noticed. It's like throwing a rock in a very small pond where you see and make waves -- you wouldn't see that in the ocean. In larger cities, there are an ever-shifting number of players with a variety of interests and agendas... ..However, one may tend to get burned out in smaller cities as you are expected to be involved in more committees as you are recognized more as a leader".*

### **Tensions (14)**

*"The University can be such a large influence, that it may discount the need to be a partner, rather than an independent agent. The impact of the University's plans and actions is so great on the community that it is important that the community at least be aware of those plans, and optimally, have some input into their development. Unfortunately, our university takes its community less seriously".*

*"The University dominates the community and the process. The University tends to be merely one of many important economic centers in large urban areas, but in mid-size cities, the University tends to be the primary employer and influences the community by creating significant demands on resources. Our community is directly impacted by nearly every university-related decision... ..The University is definitely the "900 pound elephant" in the room. Having a large university in a small to mid size city is that the city has little leverage over the university to partner or participate... .. The university feels it has more clout since the city is not so large that it could exist without the involvement of the university. The involvement of the university is needed for many projects to work".*

*"Our mid-size community has a smaller university institution that is in the process of defining its increasing role as a university, while responding to the Provincial government's pressure for it to maintain its presence as a vocational institution. There is a bit of urban versus rural occurring at the institution and so depending on the issue, it impacts the official position that the institution takes on various community issues".*

### **Financial Considerations (4)**

*"Larger cities have more financial resources, expertise, clout to devote to partnerships (staff and funding) that has a bearing on the success of such ventures. Mid-size cities tend to have less clout with higher orders of government which control policy and money that fund Canadian universities; mid-size cities frequently have lower-profile/smaller universities, which often have fewer resources to*

contribute to a community partnership”.

“Resources and opportunities may be limited in comparison to larger urban centres, diversity may be less easily identified as key to the success of collaborative initiatives. On the positive side, relationship-building can be easier because of proximity and a coordinated approach to change can move along more quickly because there are fewer players involved than in larger urban centres”.

## **No difference (2)**

“Our partnership with a University pertains to a business park and not downtown revitalization. The relationship is between the City, County and the University. Size of the City had no bearing on that partnership”.

“Size of a city has no influence on a partnership. It's more about the strength of community leaders and the university to get something done in that community. The success of the effort was grounded in developing common objectives across public and private sectors. This took leadership.

## **Q30. Of the factors you listed in Q29, which do you feel is the most important and why?**

### **Leadership (92)**

“Leadership is imperative to make connections happen and be successful. We need leaders to for continued promotion and explanation of the benefits of the partnership – if not, the effort loses momentum and commitment will dwindle at the grassroots level. The best work is done at the staff level, or even at the 'grass roots,' but without upper level support on both sides, it cannot be sustained”.

“We need strong and flexible leadership that care about community, support service-learning, and allow faculty to not study the downtown but rather be real partners in contributing to its success. Unfortunately, we have a buffoon for a president at our university whose level of commitment to our community is to pick up a Starbucks on his way driving out”;

“We need our leaders to help with ongoing communication and ensure that anything does not get misrepresentation (especially rumors). We need leaders who are politically astute to take a vision of both the university and community and hopefully are able to dodge the public bullets and jump easily through public hoops”.

“Leadership is essential to help mobilize resources, implement ideas, and establish priorities. They need champions to motivate people and get them excited about future developments... ..We need strong leaders with passion and integrity to push the downtown agenda along and hold a community or university vision of downtowns against other political agendas. The goal is for the community as a whole to 'buy in' to the task. Poor leadership kills this ultimate factor immediately. Without it, collaborations tend to lack the 'lift' necessary to succeed at the city/community/university level”.

“The University leaders need to understand that the economic health of the community is directly related to the competitive strength of the university. One has to have a champion at a high university level - the president; otherwise you don't get this on the agenda, let alone make it a strategic direction for the University. It is most important factor especially in the University that involves rewarding and not penalizing those faculty members who care about involvement with the community”.

### **Commitment (20)**

*"I think universities pay lip service to community interactions. I have been involved in enough partnerships wherein the university partner was more interested in advancing his/her interests than working collaboratively towards mutual learning and joint goals.*

*"The University needs to have an interest in the community in order for it to work (no 'ivory tower' thinking). It is also difficult for faculty to become involve as there are no incentives. The needs of communities these days do not allow the university to stay up in ivory tower and away from the reality of people who would benefit from support".*

### **University Location (10)**

*"Location and proximity to the downtown has been a main reason why the university wouldn't even associate itself with the downtown. If it's not within or somehow integrated in downtown it is difficult to establish shared goals. The commitment of partners is first measured by their community presence and interaction with community. By being located far from the downtown, there is no perceived connection of the university to revitalization objectives".*

### **Support (8)**

*"The University has the potential to influence all sorts of downtown revitalization activities, including residential living opportunities for non-students. The University can also influence downtown by supporting complimentary development activity to take advantage of the resources offered by the University, including research, tourist/conferences and the market created by the large numbers of students and employees on campus. Universities also have power and money and the expertise to help community diversity and move their ideas and development along - especially have community (residents) voices heard regarding downtowns and the direction they take".*

*"While the university recognizes the importance of service learning to support the interests of faculty and students, I don't think it sees its role as central to community/downtown revitalization. And while the community recognizes the importance of educational activity in the downtown as a key element in the quality of urban life, its not doing much to persuade the university to play an active role, perhaps because it is only just beginning to very deliberately plan downtown revitalization activities. Unless a university understands the payoff of the relationship, it is very easy for a university to live in only the academic world".*

### **Land use policies (5)**

*"Community land-use policies and revitalization strategies are important factors. With a lack of strategy, there can be little direction that ultimately affects the role that either a university or community can play in developing a vision".*

*"It is difficult to support expansion and types of institutional services because our present zoning and land-use policies are too restrictive and really do not support innovative development; growth and interesting development within the downtown is prohibited".*

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**APPENDIX G: Open-ended Responses from Telephone Interviews**

## APPENDIX G: (Telephone Interviews – Summary of Responses)

### A. Downtown Revitalization

**Q1. In general, how do you describe the present state of your downtown? Please describe any positive or negative factors influencing your downtown.**

#### 8 Responses:

*“This is a very difficult question to answer as many of these factors are inter-related to one another. For example, abundant parking may be viewed as the most important, however, if high-density residential development and a more pedestrian-oriented environment evolved, parking may be less of an issue. Also, without an active retail scene, parking would be less of an issue as the existing lots would be empty”(CR).*

#### 3 Responses

*“It is the missing variable to have a sustainable, vibrant downtown. We have the state capital, state government buildings, office space, retail, and the nearby research university down the street. Up to 10 years ago, we had very little residential. However, during the last five years, high-rise condominium developments have emerged where vacant retail existed that opened market activity beyond the normal workday” (UR).*

#### 6 Responses

*“I feel that educational establishments greatly improve the social quality and cultural atmosphere of a downtown. It brings not only students but also other people to the downtown outside the typical 9 to 5 hours. As well, in addition to bringing students, universities are large (stable) employers that provide a major economic engine in the downtown. This engine is a multiplier for other economic activity such as service and retail”(CR).*

#### 1 Response

*“In order to bring people into the downtown, they need a destination. An active retail scene draws shoppers to the downtown area. Downtown areas that have a plethora of civic functions, but little retail activity, only have a captive audience of potential consumers for the short time period that they are downtown to take care of civic business” (CR).*

### B. Roles of Universities

**Q2. How does the size of university population and close-proximity of the university contribute to either your downtown or general community?**

#### 11 Responses

*“University expenditures and spending (e.g. taxes, renovation/construction, supplies, payroll, goods and services, and scholarships) help stimulate regional demands for goods and services and for labour and capital. With a student population of 33,000, millions of dollars are spent in town due to the university. With the exception of taxes, the University encompasses over 60% of the property and pays no real estate tax” (UR).*

*“University talent and research contribute greatly to our community's ability to provide quality jobs to residents. The jobs that have been created and the investments that have been made in the community have served to enhance quality of life and have helped to support a lot of the services and amenities which people value (i.e. arts/cultural initiatives)”(CR)*

*“In our downtown, the University provides employment, student population, and tourist activity. It is the largest employer in community, the region and one of the largest employers in the state. Our*

*daytime population grows by about 25,000, largely due to the University being located downtown. They are our employment base, customer base, and a tourist draw for the downtown” (UR).*

*“The recent relocation of the University of Waterloo School of Architecture to downtown Cambridge created a climate of confidence among private sector investors. The School has acted as a catalyst for changes in property ownership, redevelopment of properties for both residential and retail uses, renovation of properties to 'spruce up' existing historic buildings, and renovation of second and third floor 'Main Street' space for additional residential uses” (CR).*

*“The development of high technology firms such as Research in Motion (RIM) at the University of Waterloo in Waterloo, Ontario” (CR).*

*“Redevelopment activity from the Savannah College Arts and Design that amounts to 9-10 million dollars to the downtown of Savannah, Georgia” (UR).*

*“The university talent and research contribute greatly to our community's ability to provide quality jobs and have helped to support a lot of the services and amenities which people value (i.e. arts/cultural initiatives)” (UR).*

*“Millersville University of Lancaster, Pennsylvania provides a pool of graduates in a variety of fields contributes substantially to the local businesses in search of qualified candidates” (CR).*

*“At Pennsylvania State University (State College, Pennsylvania), 120,000 people attend each game generating \$7 million dollars of retail and commercial business to the downtown” (CR).*

## **C. University and Downtown Revitalization**

**Q3. How do you feel the university contributes to downtown revitalization and what factors do you think limit and/or enhance the university roles?**

### **13 Responses**

*“The leadership of any university must see its part of the community in a sense broader than simply as an educational institution. It must understand its part in economic development, business and technical assistance, cultural development, and other outreach programs and opportunities. With the shared vision of the university and city growing together, the synergy of combined budget and cooperation is lost. In our city, the decisions are clearly separated. We communicate but the city makes decisions independent of the university. Likewise, the university has not seen the success of the downtown as part of their direct mission. If the focus of the university's administration is turned inward instead of outward, this will be the greatest limitation of the role of the university in downtown revitalization” (UR).*

*“Purdue University opened a major food service operation that resulted in a noticeable difference in customer flow from campus into downtown establishments” (CR).*

*“The impact of university's plans and actions is so great on the community that it is important that the community at least be aware of those plans, and optimally, have some input into their development” (CR).*

*“I don't feel that in Burlington, the University of Vermont has played a leadership role in revitalizing or developing the downtown. In fact, the effect of students has been one of the biggest challenges in maintaining neighborhoods surrounding the downtown. The leadership of any university must see its part of the community in a sense broader than simply as an educational institution. It must understand its part in economic development, business and technical assistance, cultural development, and other outreach programs and opportunities” (UR).*

## 15 Responses

*"Definitely service-learning with student's giving of their time in non-profit and service organizations. College-aged students have much more time on their hands than those in the work force (whether they like to admit it or not), but giving back to their community actually keeps them out of trouble as well. If faculty could do downtown revitalization as part of their jobs, all would go gangbusters (UR).*

*"Universities help revitalize downtowns because their teaching increase local human capital which enhances their roles"(UR).*

*"You must engaged faculty/staff involvement in community organizations and initiatives. Providing access to the incredible resources leveraged by higher education institutions strengthens the community immensely and provides universities with a strengthened educational component" (CR).*

*"It is important to have a range of uses in downtown, but it is not necessary to achieve this via a catalyst project. In many cities, the downtown has evolved and remained successful in the absence of large catalyst projects due mostly to a number of small investments by individuals or small companies. Often these investments when taken together have had a greater effect on the vitality and attractiveness of the downtown than one large project could" (UR).*

*"Downtowns must promote multi-functional activities. This is true because this brings synergy for further development in downtown. A mix of residential/commercial opportunities is the key ingredient in attracting and retaining downtown commerce. I believe escaping the malaise of many downtowns is catalyst projects that attract investment and breathe new life into the core. It creates an environment where people would be encouraged to live, work and shop". (CR)*

*"Universities are on the whole in need of infrastructure spending and suffer from deferred maintenance problems (shabbiness). Larger funding envelopes and incentives from all levels of government to help establish facilities and initiatives indicating that there is some interest. Government spending on these would help... ..Stronger provincial direction and funding would enhance the role of the university in downtown revitalization. We need targeted investment and spending that encourage community partnerships to enhance the university's contribution and role to downtown revitalization. Additional financial/space resources act as incentives to university for collaboration" (UR).*

*"Definitely service-learning with student's giving of their time in non-profit and service organizations. College-aged students have much more time on their hands than those in the work force (whether they like to admit it or not), but giving back to their community actually keeps them out of trouble as well. If faculty could do downtown revitalization as part of their jobs, all would go gangbusters... ..Universities help revitalize downtowns because their teaching increase local human capital which enhances their roles... ..You must engaged faculty/staff involvement in community organizations and initiatives. Providing access to the incredible resources leveraged by higher education institutions strengthens the community immensely and provides universities with a strengthened educational component" (CR).*

*"There is a need for leadership from the municipal government to identify downtown revitalization as a priority. Encouragement from the Mayor and other city officials directed at the university faculty and university officials. The city needs to be the catalyst to instil a creative spirit that infuses university culture and strong sense of community commitment. The University can help provide expertise and many faculty and senior administrators at the University also form the core of other community organizations as volunteer board members and such. The University can play a role to help identify experts and community leaders to assist with downtown revitalization" (UR).*

## D. Community-University Partnerships

**Q4. What do you feel makes a successful community-university partnership and what roles can both either of them play to ensure their success?**

### 16 Responses

*"What is necessary is collaborative and supportive leadership partnerships and research. If you don't have leadership on downtown issues nothing ever gets done. It is the catalyst for change. Without well-informed leaders who are passionate and committed to the success of the area, revitalization attempts will morph into a random, uninspiring hodgepodge of buildings and businesses. We need to ensure that partners become leaders who can represent all voices amongst interest groups relating to downtown matters. These partnerships should be based on trusting relationships and supported by policy and political agenda" (UR).*

*"There is a need for leadership from the municipal government to identify downtown revitalization as a priority. For the City of Augusta, encouragement from the Mayor and other city officials need to be directed at the university faculty and university officials (University of Augusta). The city needs to be the catalyst to instil a creative spirit that infuses university culture and strong sense of community commitment" (CR).*

*"By partnering with community, universities have means to lead and support downtown development" (UR).*

*"You must engage university faculty/staff involvement in downtown initiatives to strengthens communities and provide universities with a strengthened educational component" (CR).*

*"We need to ensure that partners become leaders who can represent all voices amongst interest groups relating to downtown matters. These partnerships should be based on trusting relationships and supported by policy and political agenda" (CR).*

*"Our president is involved in a town-gown committee to help initiate projects because the university is committed to downtown understanding that it needs to be a healthy to complement the university" (UR).*

*"We (City of Cambridge staff) have worked collaboratively with our university and community partners and were successful in attracting the School of Architecture from the University of Waterloo. It has been a catalyst for new employment, attracted new residents, created activity on the street, attracted other investment and attracted other people to use the core" (CR).*

*"This bookstore now provides a key anchor on the university end of the mall bringing in not only students but residents and tourists as well" (CR).*

*"Through consultation and discussion with our university and community partner, we felt that this centre should be located in the downtown district to support its growth and ongoing vitality" (UR).*

*"University administration is working collaboratively with our city planners to establish a frequent and free transit service between downtown and the university campus that would not be possible with our university and community partnership" (UR).*

## **E. Strategies, Recommendations, and Advice**

**Q5. What do you recommend universities and/or communities do to support collaborative partnerships and give a stronger presence of universities to downtown revitalization?**

### **12 Responses**

*"We need strong and flexible leadership that care about community, support service-learning, and allow faculty to not study the downtown but rather be real partners in contributing to its success. Unfortunately, we have a buffoon for a president at our university who thinks that the extent of engaging with community is to drive through downtown looking straight ahead –ever to sure not to glance sideways in fear of making eye contact with either someone on the street" (UR).*

### **7 Responses**

*"A university's level of commitment to community outreach and mutual learning is an important factor. Without a strong commitment by the university's leadership to community outreach, involvement is, at best, accidental and/or incidental. Universities have the ability to assist with diversifying and enhancing a community's agenda. You need commitment that comes from all involved where each organisation is supported internally. If there is less than full commitment, collaborative work quickly becomes secondary, and little gets done" (CR).*

### **3 Responses**

*"I think that the location of the university in relation to the downtown is the most important factor because development of the linkages with the downtown is more difficult to achieve and sustain. Also there is more possibility of each to be self-centred and isolated from the interest in a sustainable partnership" (UR).*

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**APPENDIX H: Cross Tabulations of Responses from Sample Representative Groups**

**Table 6.4.1b.** Cross Tabulation: Representatives Response to Statements Regarding Partnerships

	University Faculty		Private Sector		Developers		City Planners		University Adm.		Neigh. Assoc.		Economic Dev.		Architects		Non-Profit		BIA		Student Union		CDC		State/Prov		Local Gov't		other		TOTAL		TOTAL	
	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	%	Disagree	%		
<b>Partnerships must be solid and include diverse community representatives from local government community groups business residential and university decision-makers.</b>	22	6	1	0	1	0	36	5	31	5	8	1	15	1	3	0	2	0	6	0	1	0	4	0	3	0	18	3	4	0	155	88.1	21	11.9
Universities tend to treat community partnerships more as research experiments rather than collaborators.	1	27	1	0	1	0	24	17	14	22	9	0	4	12	1	2	0	2	1	5	0	1	2	2	1	2	2	19	1	3	62	35.2	114	64.8
Without money and time community-university partnerships do not work.	17	11	1	0	1	0	36	5	30	6	9	0	8	8	3	0	2	0	4	2	1	0	4	0	3	0	12	9	2	2	133	75.6	43	24.4
Partners need to develop a formalized agreement between partners that outlines parameters of roles responsibilities and mutually-agreed goals.	17	11	1	0	1	0	35	6	16	20	7	2	16	0	3	0	0	2	4	2	0	1	3	1	3	0	9	12	2	2	117	66.5	59	33.5
Community partners view university partners as being insensitive and unaware of community needs.	21	7	0	1	0	1	12	29	14	22	9	0	1	15	3	0	0	2	6	0	0	1	3	1	3	0	6	15	1	3	79	44.9	97	55.1
University partners are not responsive to community partners' needs.	0	28	1	0	1	0	0	41	5	31	5	4	14	4	2	1	0	2	5	1	0	1	4	0	3	0	9	12	2	2	51	29.0	127	72.2
Each partner must make his/her goals and/or procedures explicit at the beginning of the partnership.	27	1	1	0	1	0	27	14	36	0	9	0	14	2	3	0	2	0	6	0	1	0	4	0	1	2	19	2	4	0	155	88.1	21	11.9
University partners are inflexible when it comes to determine research and/or work parameters.	4	24	1	0	1	0	13	28	2	34	1	8	4	12	2	1	1	1	2	4	1	0	1	3	1	2	2	19	1	3	37	21.0	139	79.0
Community partners are inflexible when it comes to determine research and/or work parameters.	4	24	0	1	1	0	4	37	5	31	0	9	1	15	1	2	2	0	4	2	0	1	1	3	2	1	2	19	0	4	27	15.3	149	84.7
Each partner must have a working knowledge on the structure and operation of the other organization.	26	2	1	0	1	0	38	3	35	1	8	1	12	4	2	1	0	2	4	2	0	1	4	0	0	3	21	0	0	4	152	86.4	24	13.6
Flexibility in achieving goals is essential to the success of a partnership.	26	2	1	0	1	0	40	1	34	2	9	0	15	1	3	0	1	1	6	0	0	1	4	0	3	0	19	2	2	2	164	93.2	12	6.8
No. of Responses	28		1		1		41		36		9		16		3		2		6		1		4		3		21		4					

**Table 6.4.1e.** Cross Tabulation: Representatives Responses to Barriers associated with Community-University Partnerships

	University Faculty	Private Sector	Developers	City Planners	University Adm.	Neigh. Assoc.	Economic Dev.	Architects	Non-Profit	BIA	Student Union	CDC	State/Prov	Local Gov't	other	TOTAL	%
<b>Availability of money</b>	<b>24</b>	<b>1</b>	<b>1</b>	<b>29</b>	<b>33</b>	<b>3</b>	<b>16</b>	<b>0</b>	<b>1</b>	<b>4</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>12</b>	<b>0</b>	<b>124</b>	<b>70.5</b>
Adverse publicity	2	0	0	2	5	1	3	0	0	0	1	0	3	6	1	24	13.6
	12	1	1	10	7	2	4	1	0	1	0	0	0	6	0	45	25.6
Weak leadership (community)	26	1	1	20	32	3	5	2	0	3	0	3	3	11	2	112	63.6
Weak leadership (university)	19	1	0	32	15	3	9	3	2	3	1	3	3	16	2	112	63.6
Size of university (too large)	6	0	1	3	1	0	0	2	0	1	0	2	3	8	0	27	15.3
Size of university (too small)	5	1	1	2	1	0	0	0	0	0	0	0	1	2	0	13	7.4
No time - people are too busy to undertake work required for such partnerships	25	1	1	18	12	2	5	2	2	2	1	1	2	10	2	86	48.9
Lack of understanding of partner's needs.	16	1	1	27	9	4	7	1	1	1	0	2	2	13	3	88	50.0
Lack of understanding of what might be achieved with a community-university partnerships.	19	1	1	32	21	5	6	1	1	1	1	2	2	12	1	106	60.2
A university's reputation based on self-interest and isolated from its host community.	8	1	1	26	6	2	8	3	2	1	0	1	3	17	3	82	46.6
University's lack of understanding to the importance of a long-term commitment to the community.	9	1	1	13	11	4	5	1	1	2	0	0	2	3	0	53	30.1
<b>A university that does not support a mission of service learning and community outreach.</b>	<b>24</b>	<b>1</b>	<b>2</b>	<b>30</b>	<b>28</b>	<b>2</b>	<b>6</b>	<b>2</b>	<b>1</b>	<b>4</b>	<b>1</b>	<b>2</b>	<b>1</b>	<b>11</b>	<b>0</b>	<b>115</b>	<b>65.3</b>
Service learning opportunities that are not part of an educating experience for students and not solely a service to a community.	8	0	0	3	5	0	3	1	0	2	0	2	0	3	1	28	15.9
Community based research by faculty members not recognized as career-enhancing and on par with the traditional resources of teaching and research.	21	0	0	9	14	1	0	1	1	1	0	1	1	6	2	58	33.0
Total Responses	28	1	1	41	36	9	16	3	2	6	1	4	3	21	4		

**Table 6.4.1f.** Cross Tabulation: Representatives Responses to Statements about Collaborative Partnerships between University and Community

Statements	University Faculty		Private Sector		Developers		City Planners		University Adm		Neigh. Assoc.		Economic Dev.		Architects		Non-Profit		BIA		Student Union		CDC		State/Prov		Local Gov't		Other		TOTAL		TOTAL	
	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	Disagree	Agree	%	Disagree	%		
The strength of strategic planning processes conducted prior to implementation had a significant impact on the success of your community - university partnership.	26	2	1	0	0	1	30	11	33	3	6	3	13	3	2	1	1	1	6	0	1	0	2	2	1	2	15	6	3	1	140	79.5	36.0	20.5
An anchoring institution generally the university takes the lead role in partnership.	23	5	0	1	0	1	16	25	17	19	3	6	1	15	1	2	0	2	2	4	0	1	0	4	2	1	3	18	0	4	68	38.6	108.0	61.4
There is no optimal model in community-university partnerships.	18	10	1	0	1	0	32	9	31	5	9	0	15	1	2	1	2	0	6	0	0	1	4	0	2	1	18	3	3	1	144	81.8	32.0	18.2
A community's commitment to their partnership with the university is very strong.	15	13	0	1	0	1	26	15	21	15	6	3	9	7	2	1	1	1	3	3	0	1	2	2	2	1	10	11	3	1	100	56.8	76.0	43.2
The presence of a dedicated community outreach centre can help strengthen a partnership.	21	7	0	1	0	1	39	2	34	2	9	0	14	2	3	0	2	0	5	1	1	0	2	2	2	1	18	3	4	0	154	87.5	22.0	12.5
<b>The capacity (i.e. what they can actual do) of the partner's organization has significant implication for the success of partnerships.</b>	<b>24</b>	<b>4</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>38</b>	<b>3</b>	<b>34</b>	<b>2</b>	<b>8</b>	<b>1</b>	<b>15</b>	<b>1</b>	<b>3</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>6</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>4</b>	<b>0</b>	<b>2</b>	<b>1</b>	<b>17</b>	<b>4</b>	<b>4</b>	<b>0</b>	<b>160</b>	<b>90.9</b>	<b>16.0</b>	<b>9.1</b>
Faculty engagement leads to greater university-community collaboration at the institution level.	26	2	1	0	1	0	38	3	32	4	8	1	16	0	3	0	1	1	5	1	0	1	3	1	1	2	18	3	3	1	156	88.6	20.0	11.4
Building a research relationship with faculty members yields multiple benefits for non-profit organizations and local governments.	24	4	0	1	0	1	36	5	32	4	8	1	14	2	3	0	2	0	5	1	1	0	3	1	2	1	15	6	3	1	148	84.1	28.0	15.9
<b>Total Responses</b>	<b>28</b>		<b>1</b>		<b>1</b>		<b>41</b>		<b>36</b>		<b>9</b>		<b>16</b>		<b>3</b>		<b>2</b>		<b>6</b>		<b>1</b>		<b>4</b>		<b>3</b>		<b>21</b>		<b>4</b>		<b>176</b>	<b>100.0</b>		

**Table 6.4.1g.** Cross Tabulation: Sample Survey Representatives and the Most Import Factors to Community-University Collaboration

	University Faculty	Private Sector	Developers	City Planners	University Adm.	Neigh. Assoc.	Economic Dev.	Architects	Non-Profit	BIA	Student Union	CDC	State/Prov. Gov't.	Local Gov't.	other	TOTAL	%
<b>Building relationships and trust.</b>	<b>16</b>	<b>1</b>	<b>0</b>	<b>22</b>	<b>15</b>	<b>2</b>	<b>10</b>	<b>1</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>9</b>	<b>3</b>	<b>83</b>	<b>47.2</b>
Partnership based on the context of shared power.	4	0	1	3	2	1	0	1	0	0	0	1	1	0	0	14	8.0
A planning approach that works with the present structure of parties.	2	0	0	7	2	0	0	0	0	0	0	0	1	1	0	13	7.4
Piecing together the wants, needs, strategies and available resources of both the community and the university.	4	0	0	5	16	6	5	1	1	4	1	2	1	11	1	58	33.0
A planning model characterized by an incremental approach to relationship building.	2	0	0	4	1	0	1	0	0	0	0	0	0	0	0	8	4.5
<b>Total Responses</b>	<b>28</b>	<b>1</b>	<b>1</b>	<b>41</b>	<b>36</b>	<b>9</b>	<b>16</b>	<b>3</b>	<b>2</b>	<b>6</b>	<b>1</b>	<b>4</b>	<b>3</b>	<b>21</b>	<b>4</b>	<b>176</b>	<b>100.0</b>