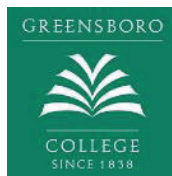


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# Collaborating on Greensboro's Future: The University Roundtable and Next Steps



**US EPA Smart Growth Implementation Assistance  
ICF International with HR&A Advisors**



*Prepared for US EPA, Mayor Yvonne J. Johnson, and the City of Greensboro*

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## EXECUTIVE SUMMARY

The city of Greensboro has before it an exciting opportunity. Its economy is transitioning from one based on manufacturing to one increasingly based on knowledge. Greensboro is well prepared for this change, given its seven colleges and universities. Still, Greensboro must strategically plan for this fundamental economic shift to maximize the community, economic, and environmental benefits from it. Failure to do so may add to the challenges Greensboro already faces such as a shortage of water supply, increasing traffic congestion, and past disinvestment in downtown.

Greensboro's colleges and universities are at the core of this transition. Institutions of higher learning provide access to the education and employment opportunities associated with the knowledge-based economy. Greensboro's colleges and universities can be a powerful local economic engine through spin-off research and development activities. Given their deep roots in the community, often over generations, the colleges and universities are unlikely to move, providing a strong local economic base. Finally, their location in existing neighborhoods provides an opportunity to accommodate growth near the campuses, making best use of prior investments in infrastructure and offering more housing and transportation options.

Greensboro's vision for its future, as articulated in the Greensboro Connections 2025 Comprehensive Plan, is to manage growth on the urban fringe and encourage reinvestment in existing areas including downtown. The transitioning economy provides an opportunity for colleges and universities to become a critical part of the vision. With assistance from an expert team funded by the U.S. Environmental Protection Agency (EPA), leaders from the colleges and universities, economic development organizations, neighborhood groups, and the city identified strategies and options Greensboro could use to ensure that coming growth serves multiple community goals.

Improved collaboration among the stakeholders is essential to achieving this vision. Stakeholders identified five strategies in which coordination would be most effective:

1. Re-envision Greensboro as a college town;
2. Collaborate on physical development projects;
3. Create economic development partnerships;
4. Enhance the colleges and universities' role in promoting neighborhood stability; and
5. Address sustainability and respond to climate change.

As a first step towards enacting these strategies, Mayor Yvonne J. Johnson brought together the university presidents, chancellors, and vice presidents, as well as leaders from local neighborhood organizations, foundations, and Greensboro's businesses, for the University Roundtable. These leaders agreed to combine efforts and work collaboratively going forward. First steps to action could include:

1. *Formalize the initial steps towards collaboration* among the stakeholders through a commitment to regular meetings.

2. *Get started on a first project*, whether it is establishing a joint development project, sharing resources, or creating a community design center.
3. *Make a climate change commitment* that relies on cooperation between the colleges and universities and the city. This would demonstrate that coordinated efforts can lead to a common goal.
4. *Institutionalize the consortium* by committing to the establishment of a funded, staffed organization that would help each institution achieve its mission while at the same time advancing the educational, economic, community, and environmental interests of all the members.
5. *Leverage UNC Tomorrow*. Engage the University of North Carolina system in its efforts to chart a prosperous path for the state, possibly by serving as a statewide model for how a community-wide collaborative effort occurs.

The benefits of this approach could be extremely important to Greensboro's future. The collective strength of colleges and universities will continue to evolve as the economic engine that makes Greensboro competitive in the global marketplace. Collaboration among the institutions and the community can ensure a transparent, collaborative process that involves all stakeholders in development decision-making. A vibrant, thriving city of strong neighborhoods and an active downtown will attract and keep students, faculty, staff, and workers in the knowledge-based economy. For new growth to achieve these benefits and achieve Greensboro's vision for its future, better coordination and collaboration among the colleges and universities, business and civic leaders, neighborhoods, and the city are essential.



## I INTRODUCTION

Greensboro is the largest city in Guilford County and the Piedmont Triad metropolitan region and the third largest in North Carolina, with a population of 267,734 in 2000. Between 2000 and 2020, the population is projected to increase by 27 percent; the population within the city limits will grow by 24 percent, while that on the urban fringe will grow by 42 percent.<sup>1</sup> Greensboro is shifting from an economy based on manufacturing (particularly textile manufacturing) and rail shipping to one based largely on service, health, and education. It is home to seven institutions of higher learning, dating from as far back as 1837: University of North Carolina at Greensboro (UNC-G), North Carolina Agricultural and Technical State University (NC A&T), Bennett College, Greensboro College, Guilford College, Elon University School of Law, and Greensboro Technical Community College.

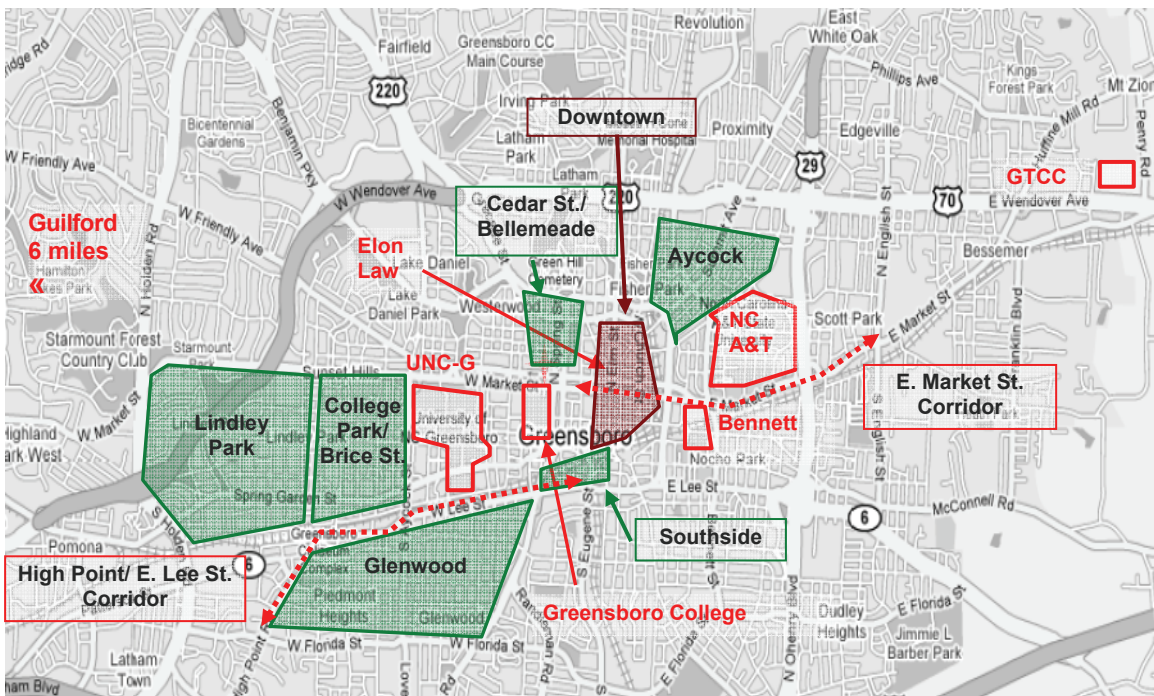


Exhibit 1.1: Map of Greensboro's colleges and universities and adjacent neighborhoods

In May 2003, the city of Greensboro adopted its “Greensboro Connections 2025 Comprehensive Plan.” Informed by more than 2,000 residents through public meetings and surveys, the vision statement for the Plan envisions Greensboro in 2025 as a city, “recognized throughout the nation as an exceptional place in which to live, work, play, and nurture future generations.” From this vision, a number of strategies emerge that form the basis for the Comprehensive Plan, including those that support and enhance the Plan’s four key elements of community character, sustainable growth, economic prosperity, and Greensboro’s people, organizations, and government. In particular, the Plan’s strategies call for growth and development that balances investment and reinvestment across the city’s urban, suburban, and rural locations; employs compact

<sup>1</sup> Population and growth rate figures taken from “Greensboro Connections 2025 Comprehensive Plan,” available at <http://www.greensboro-nc.gov/departments/Planning/compplan/document.htm>. Accessed August 28, 2008.



*Exhibit 1.2 : Downtown Greensboro's skyline at night  
Photo by Gayle Hicks Fripp*

development patterns that mix uses and densities, and encourage transit and bicycle use and walking; and reuses vacant sites and buildings.<sup>2</sup>

To support the city of Greensboro and its stakeholder partners in their pursuit of this type of development, Greensboro sought technical assistance through EPA's Smart Growth Implementation Assistance program in 2007. The city wanted to look at infill development patterns in some of the neighborhoods (specifically Cedar

Street, Glenwood, College Park/Spring Garden Street/Lindley Park, and Tolbert, Eastside Park and Scott Park areas) around the colleges and universities in the city. It appeared to the city that the areas where neighborhoods and academic institutions interfaced were prime locations for shaping development to achieve the type of development described in the Plan. While some student-oriented development was occurring in these neighborhoods, it did not meet Greensboro's goals for growth.

It became clear to the local team, however, that fundamental changes were underway. These changes include the recognition the colleges and universities are huge drivers of growth and development in Greensboro, and that challenges like how and where infill development occurs require colleges and universities to engage with the neighborhoods around them, as well as with each other. While some collaboration did exist around issues such as transportation and curricula, there was no tradition of engaging with each other and with the community about the impacts of growth and development. Without communication between the institutions, neighborhood associations, private developers, the city, and economic development groups, the community was unlikely to get the type of development it wanted.

Greensboro used the technical assistance award to assemble a team of national experts to address these development and stakeholder engagement challenges. Specifically, Greensboro asked the team to:

- Analyze the role colleges and universities play in Greensboro's economy;
- Meet with a broad range of stakeholders (including colleges and universities and their adjacent neighborhoods) to discuss the influences of these institutions on the local economy;
- Convene a stakeholder meeting to put forward a strategy and next steps for working collaboratively to achieve the type of growth and development Greensboro's citizens have said they wanted; and
- Develop a report to guide future collaborative efforts.

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<sup>2</sup> Greensboro Connections 2025 Comprehensive Plan, Vision Statement.

The first task was on-site scoping meetings in September 2007, followed by discussions in February 2008 with a wide range of stakeholders aimed at better understanding the challenges and benefits of improved collaboration. The team's on-site work concluded with a daylong roundtable stakeholder meeting in May 2008.

### 1.1 The challenges

A March 2007 "State of the City" report indicated that Greensboro's local economy was "less than robust" because of its lower-than-average wage rates and sluggish tax base growth, especially when compared with similar southeastern cities.<sup>3</sup> The same report noted that more than one in five workers in Greensboro are employed in the education and health fields, although a significant portion remains



*Exhibit 1.3: Downtown Greensboro (at back) and rail lines (at front)  
Photo by Stephanie Bertaina*

employed in the declining manufacturing sector. As manufacturing jobs have declined throughout the region over the last decade,<sup>4</sup> student enrollment at the area's colleges and universities has remained stable or increased, with attendant growth in staff and faculty jobs. College students already represent a higher-than-average percentage of Greensboro's population (compared with other cities in the region),<sup>5</sup> and student growth is expected to continue as UNC-G alone estimates an increase to over 24,000 students (from 16,000 in 2008) by 2017.<sup>6</sup>

The growth of student populations at Greensboro's colleges and universities has led to some dramatic changes in the adjacent neighborhoods. Residents of these neighborhoods are concerned that their neighborhood's character is changing because of the teardown and/or conversion of single-family, owner-occupied homes to multi-family rental units targeted to students. With that change, residents fear that homes will not be as well maintained, that the transient nature of the student population will undermine the neighborhood's cohesiveness, and that traffic congestion will increase. For example, around NC A&T, while some residents have welcomed student housing because it reverses decades of disinvestment and crime in their neighborhoods, generally the housing been built to accommodate student needs exclusively.

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<sup>3</sup> Debbage, Michael. "State of the City Benchmark Report Update: Greensboro, NC and Select Cities" 2007. [http://www.actiongreensboro.org/documents/reports/Debbage\\_Benchmark\\_Report\\_II.pdf](http://www.actiongreensboro.org/documents/reports/Debbage_Benchmark_Report_II.pdf). Accessed August 28, 2008.

<sup>4</sup> Declines in local manufacturing jobs can be traced back to the 1990s. A 2000 discussion report by the Bryan Foundation, "Building Consensus for Greensboro's Future," noted that Guilford County's traditional manufacturing industries (textiles, apparel, furniture, and tobacco) have declined faster than the overall decline in manufacturing. Between 1994 and 1999, the percentage of manufacturing workers employed in these four industries declined from 41 to 35 percent, with the largest job loss occurring in the textile industry. <http://www.actiongreensboro.org/documents/reports/McKinsey1.pdf>

<sup>5</sup> Debbage, page 37.

<sup>6</sup> Curran, Dr. Terrence. "Enrollment Projections 2008-2018" PowerPoint Presentation, February 19, 2008. Available at <http://www.uncw.edu/facsen/documents/FacultySenateEnrollmentPresentation2008.ppt>. Accessed August 28, 2008.



While the neighborhood changes vary, two common threads across Greensboro have emerged:

1. Residents perceive that colleges and universities do not engage with the community on the growth and development issues for which they are responsible; and
2. The design and pattern of new growth does not sufficiently complement the existing neighborhood fabric nor provide community-serving retail that could improve quality of life for all residents.

Greater community engagement on growth and development issues can be a challenge for any educational institution given that its primary function is teaching and research. Institutions must balance the myriad needs of current and future students, governing boards, faculty, development offices, and alumni in developing and implementing long-range plans. Smaller institutions face equally complex challenges, but with even fewer administrative resources. With these constraints, colleges and universities tend to plan only within the campus boundaries and not beyond. When the private sector is perceived as responsible for providing housing and services, as is often the case in Greensboro, institutions are seen as having less responsibility for the neighborhoods around them. Yet this lack of communication and strategic planning with adjacent neighborhoods can lead to tension at best and outright conflict at worst.

The challenges brought on by economic and demographic changes are not the only ones facing Greensboro. The 2007 “State of the City” report noted that Greensboro and the Triad (Greensboro, Winston-Salem, and High Point) region are home to some of the most sprawling growth patterns in the U.S., as measured in part by mean household size and average commute times.<sup>7</sup> Vehicle miles traveled are expected to rise faster than population growth, leading to ever-growing congestion problems that detract from Greensboro’s quality of life.<sup>8</sup> Water supply remains a critical issue for the community and its future growth. While Greensboro so far has not had the wave of foreclosures that other areas of the nation have experienced, it shares the burdens of tighter credit and higher energy costs plaguing the rest of the country’s households.

## **1.2 The opportunities**

The challenges noted above provide Greensboro with a host of opportunities to ensure that its future growth achieves the economic, community, environmental, and quality of life goals that its residents want.

The shift to a more knowledge-based economy positions the city and region well to compete in a global marketplace yet remain firmly grounded in the community. Greensboro’s colleges and universities have strong institutional, cultural, and financial ties to the community, having made investments that sometimes span generations. Like other institutions of higher learning, they are unlikely to relocate, thereby providing a solid economic base for the community. Despite the recession of manufacturing activity, population growth and employers’ need for skilled workers suggest that demand for higher education is unlikely to slow, thereby providing a stable course for future economic growth.

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<sup>7</sup> Debbage, p. 11.

<sup>8</sup> The 2025 Comprehensive Plan estimates that while area population will grow by 42 percent by 2025, vehicle miles traveled will grow 80 percent, leading to a 65 percent increase in congestion. (Greensboro Connections 2025 Comprehensive Plan, Chapter 8.)

Communities around the U.S. have been using smart growth strategies to grow more sustainably and improve the quality of life for their residents. Colleges and universities can use these approaches to guide their growth and expansion. Smart growth techniques support and encourage compact, mixed-use development in existing neighborhoods; neighborhoods already served by infrastructure.



*Exhibit 1.4: Greensboro's historic downtown  
Photo by Stephanie Bertaina*

Institutions can direct growth to nearby, underused sites to avoid building on distant greenfields that would require the community to extend infrastructure and employees and students to drive there. Using sites with existing infrastructure capitalizes on previous investments in roads, utilities, and schools. Walkable, compact development that gives people choices besides driving reduces traffic congestion and auto emissions, improving air quality. Students, faculty, staff, and other residents have more choices in where to live and how to get around. Compact, infill development protects water quality by reducing the pressure to develop ecologically sensitive natural areas that filter rainwater and runoff. Compact communities use less water and lose less to leakage in pipes.<sup>9</sup>

Greensboro's central business district—rich in history, architecture, and pedestrian-friendly features—is particularly well situated to realize the benefits of colleges and universities incorporating smart growth approaches into their plans for growth and development. Five of the seven institutions of higher learning are in a corridor extending roughly one mile west and one mile east of Elm Street. They offer significant potential for downtown revitalization from student growth and university expansion. (See map in Section 2.1, Exhibit 2.2) As the universities grow and attract more students and staff, local businesses will have more of a market, and there will be more funding for revitalization and for preserving cultural and historical resources.

The recent relocation of Elon University School of Law to the former library building downtown shows some of the benefits of infill growth. The school wanted to be near the “urban services” found in the newly reinvigorated downtown, such as restaurants, housing choices within walking distance of the school and local businesses, and city bus and HEAT bus lines,<sup>10</sup> to attract and retain students and faculty.<sup>11</sup> Having the institution downtown also supports city efforts to focus development in infill locations that are already served by existing infrastructure and that provide a range of transportation options for residents, workers, and visitors.

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<sup>9</sup> For more information, see: EPA. *Growing Toward More Efficient Water Use*. January 2006. EPA 230-R-06-001. Available at [http://www.epa.gov/smartgrowth/water\\_efficiency.htm](http://www.epa.gov/smartgrowth/water_efficiency.htm).

<sup>10</sup> HEAT is the Higher Education Area Transit bus system that connects and serves Greensboro's colleges and universities.

<sup>11</sup> Interview with Alan Woodlief, Jr., and Ken Mullen of Elon University on September 26, 2007.

The school's relocation also supports the economic development efforts of Action Greensboro and Downtown Greensboro, Inc. (DGI) to create a more robust customer base for downtown services and add to the vitality of downtown. DGI's 2006-2007 "Report to the Community" notes that Greensboro needs to "gain a deeper understanding of the potential residential market in order to assist potential developers and investors of the niches that may be available within the market. We must take a closer look at the types and levels of retail businesses that could be good prospects for downtown."<sup>12</sup> Given that, as universities grow, they need more housing, supporting retail services, and physical space to accommodate expansion, downtown-university linkages such as the one with Elon University School of Law provide immense opportunities to strengthen Greensboro's downtown.

In addition to the growth and expansion of colleges and universities, the private sector plays a significant role in providing housing and retail opportunities to students, faculty, and staff. When desired community outcomes are well articulated and policies and design guidelines support those outcomes, new growth has a better chance of satisfying the neighborhoods' objectives. The East Market Street plan, for example, clearly describes the type of investment that would best serve that area's residents, as well as nearby NC A&T students. Similarly, the Glenwood neighborhood is well positioned for reinvestment given its proximity to Greensboro College and UNC-G, if new development enhances the community. Both neighborhoods support growth related to college and university expansion; even neighborhoods that are perceived to be built out have unmet needs that university-related development can satisfy.

Other cities have demonstrated that benefits can come from nurturing stronger linkages between a community and its colleges and universities. For example, Cincinnati identified key assets such as a university, a zoo, and several medical facilities in an area ripe for increased development north of downtown. In order to help realize the area's potential, the city engaged and partnered with these institutions to determine how and where growth would occur in the future (see box "Uptown Consortium" for more detail). In Cincinnati and elsewhere, the potential impacts are broad and far-reaching. At the block level, improved coordination can help ensure that campus expansion and private construction targeting the growing student population respects and supports older neighborhoods. At the city level, better coordination can improve how university growth contributes to downtown revitalization, better uses existing buildings and infrastructure, and capitalizes on public investments in parks, historic preservation, and economic development. Finally, at the regional level, better coordination can reduce traffic congestion, improve quality of life, and protect

### ***Uptown Consortium, Cincinnati, Ohio***

The Uptown Consortium is a non-profit organization made up of Uptown's five largest employers: Cincinnati Children's Hospital Medical Center, Cincinnati Zoo & Botanical Garden, The Health Alliance of Greater Cincinnati, TriHealth, Inc., and the University of Cincinnati. The consortium, formed in 2003 after an extensive visioning and strategic planning process, has an annual operating budget of \$1.35 million, half of which is earned through investments and fees while the balance comes from the member institutions. Uptown's strategic agenda includes five focus areas: organizational structure, community development, neighborhood services, transportation, and public relations. Currently, \$500 million in community development projects are underway in the consortium's service area. The success of the Uptown Consortium has been attributed to key building blocks: upfront analysis and strategic planning, organizational capacity, access to capital, good development strategies, and strategic partnerships.

*For further information:*  
<http://uptowncincinnati.com/>

<sup>12</sup> "Report to the Community" FY 2006-2007. Downtown Greensboro, Inc.  
<http://www.downtowngreensboro.net/DGI%20Annual%20Report%202007.pdf>. Accessed August 28, 2008.

natural resources, thereby strengthening the ability of colleges and universities to attract the best faculty and students.

While the benefits can be great, so is the challenge of better coordinating growth and development. Infill development, institutional expansion in urban areas, and compact, mixed-use development are each challenges unto themselves; to do all three together requires collaboration. Inter-institutional collaboration can be a means to tackle large, complex undertakings; combine efforts beyond campus boundaries; capture economies of scale; share assets and expertise; increase course offerings; and find space for expansion. Consortia formed in Cincinnati, Philadelphia, and Hartford, Connecticut demonstrate that they can be effective mechanisms for addressing the complicated challenges associated with urban development and redevelopment. In Philadelphia, the University City District (UCD) is a partnership of the University of Pennsylvania, Drexel University, the city of Philadelphia, the state, and other public and private partners including Amtrak and the U.S Postal Service. UCD plays an integral part in managing Penn's expansion and efforts to revitalize parts of West Philadelphia. In Hartford, Trinity College partnered with the city, the state of Connecticut, local schools, and two medical institutions to work on revitalizing the neighborhoods adjacent to the campus, now known as the Hartford Learning Corridor. This initiative has spurred \$175 million in investments, four new public magnet schools near campus, and the integration of Trinity's campus into the surrounding community.

These examples also show that these collaborations do not evolve quickly, nor are they typically focused exclusively on development. In fact, many of them are successful because they address a variety of challenges, including capacity building and civic engagement, communication, and public relations. Collaboration also allows the individual institutions to ask and answer the question, "What can we do better together than we could do alone?"

The University Roundtable in Greensboro is a step toward collaboration, establishing a forum for dialogue about Greensboro's future, growth, and physical and economic development. It provides an opportunity for the drivers of Greensboro's economy—its colleges and universities—to achieve benefits collectively that they could not achieve on their own. It creates a framework the institutions could use to establish a future consortium that would understand and respect the individual goals of each institution while coordinating efforts to expand benefits for all.



*Exhibit 1.5: Greensboro's success in redeveloping the Southside neighborhood is widely known.  
Photo by Stephanie Bertaina*



Greensboro's colleges and universities have successfully collaborated in the past, in particular in the establishment of the Gateway University Research campus, the HEAT bus system, the Collegiate Council, and the Greater Greensboro Consortium (which permits students to cross register for classes). The city of Greensboro has shown success in implementing innovative approaches to growth and development, as evidenced by its 2004 National Award for Smart Growth Achievement for the Southside redevelopment.<sup>13</sup> This effort will build on those successes by implementing a new vision that will allow stakeholders—local government, institutions of higher learning, community groups, and business leaders—to work together to ensure that future growth achieves a range of community goals.

Statewide academic and business leaders are supportive of improved collaboration. Recent initiatives in the statewide university and community college systems recognize the important role of institutions of higher learning in economic and development issues, and call for greater leadership and engagement in them. In its 2004-2009 Long Range Plan, the University of North Carolina (UNC) Board of Governors, for example, states:

“A strong partnership with government, business, and higher education is critical to overcome the challenges of the transition to the new global, knowledge-based economy. There are increasing expectations from legislative and executive leadership in the State that the University of North Carolina assume a more direct, active role in economic development. This reflects increased awareness that the university has extensive resources that can help lead and support the transition to a knowledge-based economy.”<sup>14</sup>

The expectation of improved leadership extends beyond the UNC Governors. A July 2006 report to UNC President Erskine Bowles and North Carolina Community College System (NCCCS) President Martin Lancaster calls on “both UNC and NCCCS to take a more intentional leadership role in higher education and economic transformation.”<sup>15</sup> A December 2007 report by UNC Tomorrow further echoes this call in

- Recommendation 4.4.1, “UNC should increase its capacity and commitment to respond to and lead economic transformation and community development,” and
- Recommendation 4.4.5, “UNC should facilitate inclusive discussions on important community issues.”<sup>16</sup>

Civic and business leaders also recognize that the economic shifts in Greensboro warrant better and stronger engagement with its colleges and universities. The 2006 “Strategic Plan for a Better Economy and Vibrant Community” by the Greensboro Partnership<sup>17</sup> calls on Greensboro to better

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<sup>13</sup> EPA. *National Award for Smart Growth Achievement 2004*. November 2004. EPA 231-F-04-001. Available at [http://www.epa.gov/smartgrowth/sg\\_awards\\_publication\\_2004.htm](http://www.epa.gov/smartgrowth/sg_awards_publication_2004.htm). Accessed August 28, 2008.

<sup>14</sup> UNC Board of Governors, “Long-Range Plan 2004-2009: The Role of UNC in Economic Development.” [http://intranet.northcarolina.edu/docs/aa/planning/longplan/LRP\\_2004-2009\\_Role\\_of\\_UNC\\_in\\_Economic\\_Development\\_\(X\).pdf](http://intranet.northcarolina.edu/docs/aa/planning/longplan/LRP_2004-2009_Role_of_UNC_in_Economic_Development_(X).pdf). Accessed August 28, 2008.

<sup>15</sup> Pappas Consulting Group, “Staying a Step Ahead: Higher Education Transforming North Carolina’s Economy,” July 21, 2006. [http://intranet.northcarolina.edu/docs/econ\\_transform/Pappas\\_Core.pdf](http://intranet.northcarolina.edu/docs/econ_transform/Pappas_Core.pdf). Accessed August 28, 2008.

<sup>16</sup> UNC Tomorrow Commission Final Report, December 2007. [http://www.nctomorrow.org/content.php/reports\\_documents/commission/Final\\_Report.pdf](http://www.nctomorrow.org/content.php/reports_documents/commission/Final_Report.pdf)

<sup>17</sup> The Greensboro Partnership includes the Bryan Foundation, Greensboro Chamber of Commerce, Greensboro Center for Innovative Development, Greensboro Neighborhood Congress, TREBIC, Guilford College, UNC-G, and NC A&T, among many others.



capitalize on its higher education resources. The plan calls for Greensboro to build on the strengths of existing industry clusters (including research and technical capacities at NC A&T and UNC-G) and establish a university forum to focus on local economic development issues with regular meetings of key leaders of all seven institutions.<sup>18</sup>

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<sup>18</sup> "Strategic Plan for a Better Economy and Vibrant Community," January 2006.  
<http://www.actiongreensboro.org/documents/reports/FINAL%20Strategic%20Planning%20Report.pdf>

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## 2 VISION FOR GREENSBORO

Greensboro's leadership recognizes that leveraging its colleges and universities can create a stronger economy and improved built environment. In order to help define an approach and build interest in the process to achieve these outcomes, the city of Greensboro sought input from a wide range of stakeholders. These discussions included representatives from the academic, governmental, community, and economic development realms, and took place during the fall of 2007 and winter of 2008.<sup>19</sup> They helped build consensus on the benefits of coordination and provided input into the development of strategies to achieve those benefits.



*Exhibit 2.1: Some of the participants at the May 2, 2008 University Roundtable convened by Mayor Yvonne J. Johnson  
Photo by Stephanie Bertaina*

From those discussions five possible strategies emerged that could help colleges and universities play an important role in economic and physical growth decisions:

1. Re-envision Greensboro as a “college town.”
2. Collaborate on physical development projects.
3. Create economic development partnerships.
4. Enhance the colleges and universities' role in promoting neighborhood stability.
5. Address sustainability and respond to climate change.

In May 2008, more than 40 local leaders convened at a University Roundtable meeting called by Mayor Yvonne Johnson to confirm these strategies and suggest projects on which a consortium could act. The group included the chancellor and president from two institutions; numerous vice-presidents, deans, vice-chancellors, and provosts; representatives from seven community organizations; and representatives of three city departments. The participants agreed that not only would a stronger role for colleges and universities in growth and development decisions be beneficial, but also that it would be hard to envision a successful and sustainable future Greensboro without it.<sup>20</sup>

The group developed a set of possible projects for each strategy, which will be discussed in this section, as a starting point for the consortium activities. The strategies are meant to work together. Better coordination of Greensboro's economic development partnerships, for example, will support Greensboro's branding and recruiting capacity as a “college town.” Collaborations on development around the campus edge or neighborhood corridors would provide an opportunity for Greensboro to develop in a more sustainable way and with reduced climate impacts.

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<sup>19</sup> For more detail on the individuals providing input to these strategies and projects, see Appendix B.

<sup>20</sup> See Appendix C for a list of specific ideas generated by roundtable participants.

## **2.1 Re-envision Greensboro as a college town**

College towns are often vibrant and thriving places where economic, social, and cultural opportunities come from the connection between the town and the institution(s). Greensboro already benefits from its academic institutions through enriched cultural opportunities, a stronger customer base for local businesses, and activities that attract alumni and visitors. By working collaboratively on a strategy that outlines the strength of all its institutions – from the small liberal arts colleges to its community college and research institutions – Greensboro's future prospects are expanded. Marketed as a college town, Greensboro raises its profile in both the region and nationally, thereby raising its ability to compete in a global economy.

Other communities have achieved some of these benefits by marketing themselves as college towns. Chapel Hill, for example, has done this through the Chapel Hill Downtown Partnership (CHDP). Funded in part by UNC-Chapel Hill and the town of Chapel Hill, CHDP brings “the resources of the Town, University and the downtown community together to maintain, enhance and promote downtown as a social, cultural, and spiritual center of Chapel Hill through economic development. [Its] role is to manage and to lead downtown for sustainability and denser growth by educating, promoting, and building community vision for downtown.”<sup>21</sup> The downtown is the physical intersection of the town and the university. As an organization, CHDP's main purpose is to further the economic, cultural, and environmental health of downtown as the physical intersection of the community and the university. By promoting downtown as a vibrant, thriving retail center, a place for students, faculty, staff, and nearby residents to eat, shop, and play, and as a destination for programmed events throughout the year, CHDP is also promoting the interests of the town and the university.

Greensboro could, through a consortium or collaborative effort, pursue a similar strategy by embarking upon one or more of the following projects:

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<sup>21</sup> Chapel Hill Downtown Partnership. About CHDP. <http://www.downtownchapelhill.com/> Accessed August 28, 2008.

1. *Strengthen the “academic corridor”*

A roughly two-mile-long east-west corridor from NC A&T to UNC-G, anchored by Greensboro’s historic downtown, connects several of the higher education institutions. The corridor is a good place to locate institutional facilities for research and development, cooperative learning, arts and cultural activities. It could also support housing and retail provided by the private sector that serves students, faculty, and the broader community. The benefits of this approach would include locating new activities in a space already served by existing infrastructure. The corridor has underused space ready for redevelopment which, when put to use, mitigates the need for development on the fringe, and supports ongoing revitalization efforts in Greensboro’s core. The corridor’s central location makes it easily accessible through public transportation routes and bike/ pedestrian paths that link sites in the corridor to the colleges and universities and nearby neighborhoods. A first step to achieving these benefits would be to identify the corridor’s boundaries and engage stakeholders in inventorying existing and potential services and development opportunities. Subsequent marketing efforts could reinforce the corridor’s identity as a focal point for community and university related development and interaction.

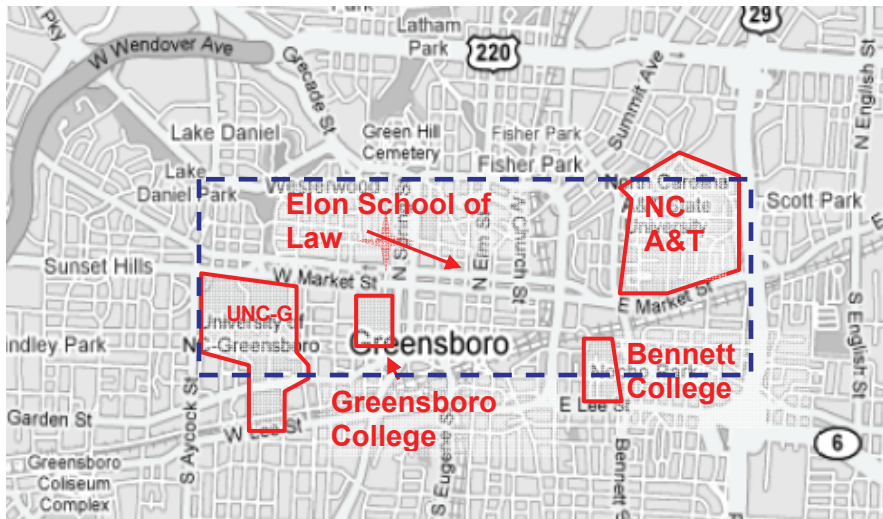


Exhibit 2.2: The proposed Greensboro academic corridor

2. *Market events jointly*

If Greensboro and its colleges and universities collaborate on marketing cultural, athletic, and other events, they can open the events to wider audiences and perhaps improve attendance, let residents and students know about activities they might not otherwise be aware of, and encourage a sense that students are part of the community and residents are welcome on campus. Downtown Greensboro, Inc.’s weekly e-mail newsletter is one avenue for promoting events, or the consortium could create its own newsletter or web site with contributions from each of the colleges and universities.

3. *Expand the annual “Get Downtown” event to include more student and community interaction*

This event in Greensboro’s historic core welcomes new students from all of the institutions and orients them to downtown services and amenities. It could grow to

include student and local art shows and amateur performances, growing into an annual arts festival that brings together Greensboro residents with students and faculty.

## 2.2 Collaborate on physical development projects

University development dramatically affects the surrounding community. The residential, service, entertainment, and transportation needs of students, faculty, and staff shape the volume and type of housing and retail developments that follow, which in turn affect parking needs and traffic patterns. School-sponsored investments in facility expansion can stretch campus boundaries into existing adjacent neighborhoods or leapfrog into nearby neighborhoods with larger, off-campus facilities.

Collaborating on development projects lets an institution and the community find solutions that meet the institution's need for additional space and updated facilities, satisfy the community's desire for revitalization or new amenities, and address the challenge of limited resources. For example, allowing a university to use part of a public park for an intramural sports facility, developing or redeveloping a performing arts center, or creating more multi-college, multi-disciplinary educational and research centers can generate benefits for the community and the institutions while reducing the financial burden for each.

In Columbus, Ohio, for example, Campus Partners, an organization associated with The Ohio State University and the city of Columbus, has led an urban revitalization project in the area adjacent to campus. The project has yielded additional space for the university and new housing units and retail opportunities for students and community members, and it occurred in an area that had several underused properties in need of redevelopment (see box "Campus Partners").

### *Campus Partners, Columbus*

In 1995, The Ohio State University collaborated with the city of Columbus and several neighborhood associations and civic groups to establish Campus Partners for Community Urban Redevelopment. Working with a master developer for portions of the area adjacent to campus, Campus Partners successfully led the community-based planning effort that led to the development of the Campus South Gateway Project. This project features a mix of uses, including 250,000 square feet of community- and university-serving retail and 88,000 square feet of office space, the majority of which is occupied by the university.

For further information: <http://campuspartners.osu.edu/>



Exhibit 2.3: Campus South Gateway project, Columbus, Ohio.  
Photos from Campus Partners website.



In Greensboro, a consortium or collaborative effort could pursue this strategy through one or more of the following projects:

1. *Launch an exemplary first project*

Colleges and universities could collaborate with other stakeholders (such as the city, neighborhood groups, Preservation Greensboro, Triad Real Estate and Building Industry Coalition (TREBIC), and others) on an exemplary compact, mixed-use project at the campus edge, setting a high standard for future off-campus development. The success of this development project depends on its ability to foster strong communication among stakeholders, solicit community input, and use design principles that achieve community, economic, and environmental goals. Stakeholders benefit when their goals and priorities for future development are made real in a project built in their community.

2. *Create a jointly sponsored design center*

A design center jointly sponsored by the universities, colleges, and the city would build upon the resources available in each institution and help to coordinate and inform the type of development to come. The design center could expand beyond the traditional functions of architecture, planning, and landscape architecture to include contributions from each institution's specialty, such as business or management capability, policy expertise, or environmental sustainability services.

A design center could operate in a variety of ways, including as a not-for-profit, fee-for-service organization or with funding from the institutions. The design center could be an objective arbiter on complex issues in Greensboro, while providing valuable hands-on experience to its students. (See box "Penn Praxis Design Center" for an example.)

### ***Penn Praxis Design Center***

Penn Praxis is a design/consulting studio affiliated with the School of Design at the University of Pennsylvania. The center was formed in 2001 at the request of department leadership seeking to establish greater opportunities for both faculty and students in five technical areas: planning, architecture, landscape architecture, fine arts, and historic preservation. It works in three categories:

1. sponsored studio work, in which the faculty helps to identify short-term applied analysis, design, or review of a particular issue by a faculty-led student group or class;
2. consulting, in which a faculty member takes the lead on an external issue, which may be supported by student research or assistance, and
3. civic engagement, in which Penn Praxis convenes public discussions on issues related to growth and development.

In its role as “honest broker,” the center has been involved in a number of publicly oriented projects, one of the most extensive being the creation of a redevelopment plan for a 7-mile strip of land along the Delaware River. The riverfront is cut off from Philadelphia’s downtown by an elevated freeway and dotted with underused former industrial sites. Penn Praxis conducted a 13-month community visioning process engaging more than 5,500 Philadelphians to develop a plan. The proposal reconnects downtown and surrounding areas with the waterfront by extending the city’s traditional grid down to the water’s edge, designing extensive and connected parks and greenways, and creating a mix of uses to make the riverfront a civic amenity that is economically successful and protects the environment.

*For further information:* Penn Praxis, University of Pennsylvania’s School of Design, [www.design.upenn.edu/pennpraxis](http://www.design.upenn.edu/pennpraxis).

### **2.3 Create economic development partnerships**

Communities across the country rely on colleges and universities as economic engines. As institutions, nearly all colleges and universities are committed to growing in their communities. The challenge is to embrace this growth and use it to complement broader economic development strategies. In addition, collaboration between economic development entities and academic institutions will better enable each to attract and retain the best and brightest by creating and nurturing thriving, vibrant places. These places attract the “creative class” and the jobs that go with them. This approach would position Greensboro better to compete with its peers across the state and region.

Faculty research is just one of the many opportunities for economic development partnership. When this research can be harnessed and applied locally, either through new businesses that use the research and create products or more service-oriented work such as consulting or analysis derived from campus research, the community and the institutions benefit. Collaboration on focused industry clusters, attracting businesses that align with the students’ skill set, and encouraging further inter-institutional research collaboration are all techniques to create these partnerships.

In Pennsylvania, colleges and universities around Wilkes-Barre formed a joint center to link the research and economic development opportunities they generated to support for the state’s small and medium-sized cities. The Wilkes-Barre Joint Urban Studies Center capitalizes on the economic strength of the institutions and provides an applied outlet for the schools’ students and faculty (see box “Wilkes-Barre Joint Urban Studies Center”).



### ***Wilkes-Barre Joint Urban Studies Center***

The Joint Urban Studies Center (JUSC) is a collaborative applied research organization that uses the resources and expertise of its member institutions to assist small and mid-sized cities with challenges related to growth, development, and economic opportunity. Faculty and students from the partner institutions work with local governments, conduct applied research, disseminate best practices, and develop strategic initiatives to help grow and revitalize communities in the area. JUSC's partners include Wilkes University, Keystone College, King's College, Luzerne County Community College, Misericordia University, Pennsylvania State University/Wilkes-Barre, and the University of Scranton. Wilkes University is the managing partner of the JUSC.

JUSC operates with paid staff and interns and in collaboration with faculty and students from the partner schools. The initial funding for the center in 2004 came from local businesses and foundations as well as fundraising led by Wilkes University. JUSC has conducted studies and applied research for a variety of organizations including local and county governments, government commissions, economic development agencies, and nongovernmental organizations.

JUSC is a good outlet for faculty and student research, taking advantage of the expertise and resources found in each of the schools that make up the partnership. The center's work focuses on the Wilkes-Barre area's viability, growth, and economic prosperity. It is a good example of a community leveraging the resources of local educational institutions.

For further information: <http://www.urbanstudies.org>

In Greensboro, a consortium or collaborative effort could pursue a similar strategy through one or more of the following:

1. *Strengthen the transfer of technology*

Dedicated resources are required to move technology from research to market. While some institutions currently have these resources and staff to help move pure research towards products that could form the basis of new start-up businesses. A more concerted effort to do this within and across institutions would yield stronger benefits for both them and the community. Once a structure is in place to coordinate efforts, first steps may include developing start-up strategies, fostering business incubation, and coordinating marketing of Greensboro's educational institutions' research.

2. *Build on existing economic strengths*

Central to increased public and private sector investment in the local economy is the ability to recognize existing strengths in local universities and markets and attract investment accordingly. A greater level of coordination between economic development agencies and the institutions would help them better identify and pursue opportunities that build on Greensboro's strengths such as health and nursing, information technology, nanotechnology, transport logistics, aviation and supporting businesses, and advanced manufacturing (i.e., bio-manufacturing, micro devices).

3. *Act as an honest broker*

Several institutions, such as Action Greensboro, the Bryan Foundation, and Piedmont Triad Partnership, coordinate and advance local and regional economic development. The

consortium could contribute to this critical function by supporting coordination efforts and acting as an “honest broker” in economic development discussions and transactions.

## **2.4 Enhance the colleges and universities' role in promoting neighborhood stability**

Colleges and universities affect adjacent neighborhoods. The challenge is to ensure that these impacts meet the goals of both the university and the surrounding communities. Most institutions see the benefit of having students, faculty, and staff living near their campus with vibrant commercial areas nearby. However, the surrounding communities sometimes see this development as serving only students' housing and retail needs.

To counter this perception and help improve the surrounding neighborhoods, colleges and universities can make neighborhood enhancement part of their goals. Efforts could range from collaborating with local community organizations on neighborhood improvement initiatives, to promoting crime prevention measures, to engaging on decisions that shape the opportunities for housing, entertainment, and work for students. For example, Clark University in Worcester, Massachusetts, helped to create the University Park Partnership to collaborate on revitalization, economic development, and civic engagement (see box “Clark University, Worcester, Massachusetts”).



*Exhibit 2.4: Neighborhood development in Greensboro  
Photo by Candace Damon*

### ***Clark University, Worcester, Massachusetts***

Clark University helped to create the University Park Partnership in 1985 to collaborate with residents in the Main South neighborhood on revitalization, economic development, and civic engagement. The initial work revolved around revitalization through the Main South Community Development Corporation. Today the partnership includes the University Park Campus School and the University Park Neighborhood Restoration Partnership, which provide K - 12 education for area children and neighborhood revitalization, respectively. Clark's involvement in the neighborhood is helping to create a thriving, vibrant community on its own doorstep, one that helps the institution attract the best students, faculty, and staff. Beyond the self-interest, though, Clark's leaders have recognized that participating in the revitalization effort is an appropriate and necessary role as a member of the community. Through the University Park Partnership, Clark has leveraged \$10 in private investment for every \$1 it has invested in neighborhood revitalization. In addition to its efforts in its own neighborhood in Worcester, Clark belongs to the 13-member Colleges of Worcester Consortium (COWC). COWC works collaboratively to further the missions of each of the member institutions and higher education in the region.

*For further information: University Park Partnership, <http://www.clarku.edu/community/upp/>, The Colleges of Worcester Consortium, <http://www.cowc.org>*

In Greensboro, a consortium or collaborative effort could pursue this strategy through one or more of the following projects:

1. *Encourage faculty to live in off-campus neighborhoods*

Marketing campus-adjacent communities to faculty, especially those with children, could strengthen neighborhoods. These efforts would complement private housing marketed to students and restore a more sustainable mix of tenant- and owner-occupied housing. The benefits could include reduction in the need for faculty parking, stronger local neighborhoods, and a reduction in commute times, traffic congestion, and resultant pollution.

2. *Institute regularly scheduled consortium meetings*

An ongoing consortium or collaborative effort could play a key role in keeping the lines of communication open between colleges and universities and their surrounding neighborhoods. The colleges and universities will need high-level institutional support to sustain their commitment to these meetings. Equally important will be the support of city staff to assist with meeting logistics until the group is self-sustaining. One way a consortium could improve development would be to draft guiding principles for future development and neighborhood stability, based on agreed-upon design- and process-oriented principles.

## **2.5 Address sustainability and respond to climate change**

Greensboro's colleges and universities, the city, and neighborhoods share a commitment to sustainability. Sustainability can be broadly defined, but it generally means more efficient and environmentally sound land use, building construction, maintenance and operations, and transportation options. Increasingly, institutions are offering multi-disciplinary sustainability

curricula to students so that they can better prepare for a world with a more environmentally sensitive approach to business and growth.

Universities and colleges recognize the many benefits in this approach; to date, more than 550 colleges and universities have signed on to the American College and University Presidents Climate Commitment (ACUPCC).<sup>22</sup> This initiative calls on college and university presidents to commit to reducing their institution's carbon footprint according to their own timeline. Presidents realize that signing the ACUPCC reflects their core values, helps to attract environmentally minded students and faculty, and commits them to a strategy to use scarce resources more efficiently. In North Carolina, in addition to Greensboro's Guilford College,<sup>23</sup> the presidents of Duke University and North Carolina State University have signed on to the climate commitment.

Local governments and communities can be similarly motivated, recognizing the economic and environmental benefits that can come from more efficient land use, facility planning, use of materials, energy consumption, and transportation. Mayors across the country have been signing a similar commitment, the U.S. Mayors' Climate Protection Agreement.<sup>24</sup>

Still more benefits can be realized when these commitments are coordinated. By engaging colleges and universities to mitigate impacts on the environment and make smarter choices regarding transportation, growth patterns, energy use, natural resources, waste, and public health, Greensboro has an opportunity to be one of the first cities to bridge the gap between these two parallel efforts. The discussions that have begun on growth and development in Greensboro have the potential to provide the framework to do just that.

A consortium or collaborative effort could pursue this strategy by embarking upon one or more of the following projects:

1. *Highlight the "green" in Greensboro*

Greensboro and its colleges and universities could collaboratively market the institutions' sustainability initiatives and build on existing efforts that include motion sensors for classroom lights, more water-efficient facilities, and scheduling courses to reduce vehicular traffic. Doing so lets the institutions share best practices, learn from each other's experiences in matters like identifying vendors, and demonstrating their achievements to students and the community. This practice may also generate some healthy competition between schools to achieve greater sustainability gains.

2. *Commit to HEAT*

The colleges and institutions could commit to continue the Higher Education Area Transit (HEAT) shared bus system, which is slated to be funded by students in the 2009-2010 school year. HEAT has provided more transportation choices to students and helps reduce the amount of driving students need to do. In continuing HEAT, the group should consider how it could be expanded or modified to support other efforts, such as the

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<sup>22</sup> Presidents Climate Commitment, <http://www.presidentsclimatecommitment.org/index.php>. Accessed August 29, 2008.

<sup>23</sup> Guilford College President Kent Chabotar signed on to the commitment in June 2007.

<sup>24</sup> More information available at <http://www.usmayors.org/climateprotection/agreement.htm>. Accessed August 29, 2008.

“academic corridor” concept described in Section 2.1, and reach out to students far in advance of the funding request to educate them on the system’s benefits.

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### 3 NEXT STEPS

While the spirit of collaboration has strong roots in Greensboro, implementing a new approach to growth and development takes continued dialogue and action. The EPA team presents some possible next steps for the University Roundtable participants to consider. These steps are not substitutes for the project ideas presented in Section 2 but rather are interim steps to carrying out the projects.

#### 1. *Formalize a dialogue*

The May roundtable participants could continue meeting and build a permanent forum for dialogue. If the institutions agree on this process, each would designate one senior staff member to serve as the champion of the consortium at the institution and to represent the institution's interests to the consortium. The staff member would be senior enough to influence the consideration of economic and physical development projects and drive decision-making at his or her own institution. In addition to a "champion" staff member, individual institutions could provide staff support for specific projects.

A facilitator may be necessary during the initial meetings, and the city of Greensboro may consider filling this role until the roundtable is more established. Roundtable participants also suggested rotating meeting locations among the various colleges and universities to allow each institution to host the collaboration and so that the leaders become more familiar with each other's institutions.



*Exhibit 3.1: Stakeholders agreed on the value of continued collaboration at the May 2 Roundtable  
Photo by Stephanie Bertaina*

#### 2. *Undertake a first project*

Building on the first roundtable meeting, the stakeholders may explore collaborating on a specific first project or group of projects. Ideally, initial projects would be those that already have consensus and can be achieved in the short term, which would establish a process for working together and sustain interest in a longer-term collaboration.

Based on the roundtable discussion, a first project might involve:

- a) Convening a workshop on development of a joint community design center to discuss how one might be established in Greensboro. The community design center would be a neutral forum to create productive solutions to shared challenges of growth.
- b) Creating a planning, funding, and governance mechanism for the continuance and expansion of the HEAT bus system.

- c) Beginning discussion on establishing a joint economic development program, including efforts to recruit identified industry sectors by marketing Greensboro's students, faculty, and research; support business start-ups; incorporate job training and placement programs to retain local graduates; and share research capacity to support these sectors.

These three options are timely opportunities facing Greensboro right now; however, any of the items described in Section 2 could be a first endeavor on which roundtable participants could collaborate.

3. *Convene educational meeting on the climate change commitments*

Sponsor a workshop on the two climate change commitments most relevant to the University Roundtable: the American College and University Presidents Climate Commitment and the U.S. Conference of Mayors Climate Protection Agreement. Other initiatives may be appropriate for inclusion, such as Cool Counties.<sup>25</sup> This workshop would educate participants about each commitment, demonstrate how other institutions and cities have achieved the benchmarks, and discuss what actions Greensboro and its institutions of higher learning might take. If all the institutions agree to a climate commitment, it could boost efforts to market Greensboro as a progressive, green city.

4. *Formalize, fund, and staff a consortium*

True collaboration requires commitment, including sustained effort over time, appetite for organizational change, and a commitment of financial resources. Should the scope of follow on activities warrant greater support, the city, participating institutions, and other stakeholder groups may want to establish a funded, staffed consortium. One way to create a permanent consortium is to empower an individual third-party organization to coordinate the constituents' collaborative efforts with a dedicated professional staff and a clear mechanism for governance and objectivity. Some of the initial steps to consider are:

- a) Establish a decision-making body and process for managing the consortium;
- b) Develop a mission for the consortium, and establish a strategic plan based upon it;
- c) Target goals for the first three to five years, and establish an implementation strategy to achieve those objectives;
- d) Establish a shared funding mechanism and an accountability structure for staff to report back to the institutions on progress towards goals; and
- e) Create a plan for leveraging institutional resources, including physical space, staff, academic program resources, and student and community volunteer time.

5. *Demonstrate leadership in the UNC Tomorrow initiative*

Discussions at the roundtable meeting indicated that this project aligns with UNC Tomorrow's goal of better engaging the University of North Carolina system in charting a prosperous path for the state. Participants in the roundtable could explore ways to leverage the resources of UNC Tomorrow to implement follow on activities. Further, the roundtable meeting that occurred and any consortium that may result could serve as a statewide model

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<sup>25</sup> Cool Counties, <http://www.kingcounty.gov/exec/coolcounties.aspx>. Accessed August 29, 2008.



for how a community collaborates with state institutions as well as private institutions and community colleges.

Greensboro is at a crossroads in its economic evolution. Just as textiles and shipping fundamentally changed the physical landscape of the city in the past, so too will the emerging knowledge-based economy. Greensboro is well positioned to build on its existing assets: its colleges and universities; its business, civic, and public leadership; and its neighborhoods and historic downtown. The city now has an opportunity to coordinate these efforts better so that the transformation has the best chance of achieving a wide range of community, economic, and environmental goals.<sup>26</sup>

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<sup>26</sup> Additional resources and information to support Greensboro in its future efforts are provided in Appendix D.

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## APPENDIX A: EPA SMART GROWTH IMPLEMENTATION ASSISTANCE PROGRAM

Communities around the country want to foster economic growth, protect environmental resources, and plan for development. In many cases they may need additional tools, resources or information to achieve these goals. In response to this need, the Development, Community, and Environment Division of the U.S. EPA has launched the Smart Growth Implementation Assistance Program to provide technical assistance through contractor services to selected communities.

This assistance can help improve the overall climate for infill, brownfields redevelopment, and the revitalization of non-brownfield sites, as well as deliver on other community and environmental goals. EPA and its contractor, ICF International, assemble a contractor team whose expertise meets community needs. Based on their experiences in other parts of the country, this team provides communities with tools and options for consideration in order to move their efforts forward.

In 2007, Greensboro was one of seven communities selected from nearly 70 applications. As described in Section 1, Greensboro's initial application emphasized a need for assistance in encouraging appropriate infill development around its college and university campuses. Through discussions with stakeholders, it became clear to the city project staff that the challenges — and opportunities — were broader.

More information on the Smart Growth Implementation Assistance program is available at <http://www.epa.gov/smartgrowth/sgia.htm>

### *Smart Growth Principles*

1. Mix land uses.
2. Take advantage of compact building design.
3. Create a range of housing opportunities and choices.
4. Create walkable neighborhoods.
5. Foster distinctive, attractive communities with a strong sense of place.
6. Preserve open space, farmland, natural beauty, and critical environmental areas.
7. Strengthen and direct development towards existing communities.
8. Provide a variety of transportation choices.
9. Make development decisions predictable, fair, and cost effective.
10. Encourage community and stakeholder collaboration in development decisions.

Source: *Smart Growth Network*,  
[www.smartgrowth.org](http://www.smartgrowth.org)

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## APPENDIX B: GREENSBORO APPROACH AND SITE VISITS

EPA's lead consultant, ICF International, engaged HR&A Advisors, a nationally recognized firm in economic development, real estate, and public policy consulting. HR&A president John Alschuler is recognized as a skilled facilitator in complex, collaborative efforts, and as the "architect" of a model city/university partnership, the Uptown Consortium. HR&A engaged Tony Brown, president and CEO of the Uptown Consortium, to participate in the University Roundtable to share his insights and provide participants with a sense of the nature and function of a formalized, collaborative approach such as his, should Greensboro seek to replicate that model.

Under HR&A's guidance, a series of stakeholder meetings were held in February 2008 in Greensboro. Many of these participants were invited to attend the May 2008 University Roundtable. Below is a complete list of individuals who participated in one or both of these meetings. The team would like to extend their thanks to each of these individuals for their time and their insights.

Ron Bailey	Paul Leslie
Karlan Barker	Julianne Malveaux
Stanley F. Battle	Cuyler McKnight
Sharon Bell	John Merrill
Jerry Boothby	Ken Mullen
Benjamin Briggs	Donna Newton
Mike Byers	Bob Powell
Donald W. Cameron	Wendell Phillips
George Cheatham	Marsh Prause
William Clay	Ken Rowe
Lettie Cobb	Marlene Sanford
Seth Coker	Andy Scott
Susan Covington	Susan Sessler
Dan Curry	Allen Sharpe
Leary Davis	Alan Shatteen
Janese Fails	Maggie Shelton
Gabrielle Foriest	John Shoffner
Jim Galyon	Mac Simms
Kim Goodman	T. Diane Bellamy Small
Jennie Grant	Alton Thompson
Dick Hails	Rosemary Wander
April Harris	Sullivan Welborne, Jr.
Bobby Johnson	Goldie Wells
George Johnson	Alison Wiers
Yvonne Johnson	Ed Wolverton
Ed Kitchen	Alan Woodlief, Jr.

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## **APPENDIX C: LIST OF UNIVERSITY ROUNDTABLE PARTICIPANT RESPONSES**

At the May 2, 2008 University Roundtable meeting, participants were invited to listen and respond to presentations by Mayor Yvonne Johnson, HR&A consultant John Alschuler, and Uptown Consortium president and CEO Tony Brown. These discussions served to set the context for participants to consider and explore the possibilities for supporting greater collaboration between the universities, colleges, neighborhoods, and other stakeholders on issues of growth and development. As a result of the preceding discussion, participants were invited to contribute their own ideas to form the basis for what would become a robust afternoon discussion focused on specific strategies for Greensboro.

Each audience member was asked to respond to the question, “What do you see as the greatest challenge and/or opportunity facing Greensboro?” Those responses are listed below, and represent the viewpoints of individual respondents. [Additional small group work followed this exercise, and led directly to the strategies and possible projects described in detail in Section 2 of this report.]

- Mix of old/new (investment and historic preservation), such as Glenwood
- Economic development as the solution to many issues
- Collaboration between neighborhoods and universities in existing neighborhoods around UNC-G
- Neighborhood stability with economic development
- Economic development, particularly given that community colleges are all about workforce/job development, and can best leverage efforts on growing industries (e.g. GTCC’s program on logistics located near the airport at their northwest campus)
- Connectivity – bike trails to connect campuses would contribute to the “college town” image
- Failure to realize the 2001 Center City plan which envisioned a nanotechnology corridor downtown; current opportunity may be a business school resource center on East Market between downtown and Davies Street, as well as relocating GTCC’s culinary arts school downtown to support and expand the restaurant industry there
- United House of Prayer site is the biggest opportunity
- Climate protection plan for all universities, with NC A&T in the lead
- Link Coliseum needs with the needs of other institutions
- Joint advertising of cultural events/opportunities (currently it is disjointed)
- “Living in Greensboro” handbook that would build on each institution’s own handbook
- Building on the NC A&T/UNC-G joint data center to expand into other issues
- Getting research dollars out into communities by publicizing them and using them as a springboard for economic development, physical development, and sustainability goals
- Communicate the economic development opportunities better
- The private sector is currently doing infill to serve university needs

- UNC-G charged with accommodating a growing population, which will lead to more physical development; the challenge is how to combine it with neighborhood stability and sustainability. Lee Street as a specific opportunity to do this; also the Coliseum
- Sustainability leadership, such as Guilford's renovation of LEED building
- HEAT bus system – there is a need to keep and expand it, and expand more bike and pedestrian opportunities as well through better physical connectivity
- Image of the city can be improved by highlighting the amenities it offers
- Connecting systems to take advantage of better cross-registration at other campuses, which also allows the institutions to better cross-fertilize
- Highlight the research strengths of each institutions
- Campus safety
- Applying university research dollars into economic development activities and for tech transfer (“get it out of labs and into communities”)
- Health issues; may need to involve Cone going forward
- Workforce development – HondaJet came because they liked the neighborhoods, workforce, arts and culture



## **APPENDIX D: ADDITIONAL RESOURCES**

For more information about the issues or challenges discussed in this report, please consult the following sources. The first section pertains to general smart growth approaches and research. The second section pertains to university-related growth and opportunities.

### **I. General smart growth resources**

EPA's Smart Growth Program: <http://www.epa.gov/smartgrowth>

This site includes research, publications, and other resources from the U.S. EPA's smart growth program.

Smart Growth Network: <http://smartgrowth.org>

Smart Growth Online is a Web-based catalogue of smart growth-related news, events, information, and resources. The site is a service of the Smart Growth Network, a coalition of more than 35 environmental, real estate, development, academic, historic preservation, equity, and government groups working together to improve the quality of development in America's communities.

Smart Growth America: <http://smartgrowthamerica.org>

Smart Growth America is a coalition of national, state, and local organizations working to improve the ways we plan and build the towns, cities, and metro areas we call home.

Smart Growth Leadership Institute: <http://www.sgli.org>

The Smart Growth Leadership Institute helps state and local elected, civic, and business leaders design and implement effective smart growth strategies.

Affordable Housing Design Advisor: <http://www.designadvisor.org>

This site was developed to help anyone involved in the production of affordable housing achieve higher design quality. It is full of useful information and shows examples of affordable, well designed, high-quality homes.

### **Infrastructure Costs Resources**

Muro, Mark and Robert Puentes, *Investing in a Better Future: A Review of the Fiscal and Competitive Advantages of Smarter Growth Development Patterns*. Brookings Institution, 2004.

[http://www.brookings.edu/urban/publications/200403\\_smartgrowth.htm](http://www.brookings.edu/urban/publications/200403_smartgrowth.htm)

This report makes the case that investing in more compact development patterns and existing urban cores can save localities on infrastructure costs.

### **Street Design Resources**

Burden, Dan, et al., *Street Design Guidelines for Healthy Neighborhoods*, Center for Livable Communities, Local Government Commission, January 1999. [www.lgc.org](http://www.lgc.org).

Helps communities implement designs for streets that are safe, efficient, and aesthetically pleasing for both people and cars. It features helpful guidelines that specify street widths and implementation strategies.

## Context Sensitive Solutions

[www.contextsensitivesolutions.org](http://www.contextsensitivesolutions.org)

Includes resources about designing transportation projects in a way that fits the physical setting, maintains safety and mobility, and preserves scenic, aesthetic, historic, and environmental resources.

Freedman, Michael, Freedman Tung & Bottomley, “Retrofitting the Commercial Strip,” presented at the New Partners for Smart Growth Conference, January 2006.

<http://www.cmcgc.com/media/handouts/260126/SAT-PDF/460-Freedman.pdf>

Ideas for turning commercial highway strips into neighborhood centers.

Institute of Transportation Engineers, *Context Sensitive Solutions in Designing Major Urban Thoroughfares for Walkable Communities: An ITE Proposed Recommended Practice*, 2005.

[www.ite.org](http://www.ite.org)

Guidance for traffic engineers on designing roadway improvement projects in places where community objectives support walkable communities, compact development, mixed land uses, and support for pedestrians and bicyclists.

Institute of Transportation Engineers, *Guidelines for Neighborhood Street Design*, 2001.

[www.ite.org](http://www.ite.org)

Information for traffic engineers on how to build more neighborhood-scaled streets.

Oregon Department of Transportation, *Main Street... When a Highway Runs Through It: A Handbook for Oregon Communities*, 1999.

[www.oregon.gov/ODOT/HWY/BIKEPED/docs/mainstreethandbook.pdf](http://www.oregon.gov/ODOT/HWY/BIKEPED/docs/mainstreethandbook.pdf)

Techniques for dealing with state highways in towns, using Oregon examples.

Pulleyblank, Sarah, *Civilizing Downtown Highways*, Congress for the New Urbanism, 2002.

Shows how state highways that function as main streets can be tamed as they run through town.

## Water Resources

U.S. EPA. *Protecting Water Resources with Higher-Density Development*.

EPA 231-R-06-001. 2006. [http://www.epa.gov/smartgrowth/water\\_density.htm](http://www.epa.gov/smartgrowth/water_density.htm)

This report helps communities better understand the impacts of higher and lower density development on water resources.

U.S. EPA. *Smart Growth Techniques as Stormwater Best Management Practices*.

EPA 231-B-05-002. 2005. <http://www.epa.gov/smartgrowth/stormwater.htm>

This report reviews nine common smart growth techniques and examines how they can be used to prevent or manage stormwater runoff.

U.S. EPA. *Protecting Water Resources with Smart Growth*.

EPA 231-R-04-002. 2004. [http://www.epa.gov/smartgrowth/water\\_resource.htm](http://www.epa.gov/smartgrowth/water_resource.htm)

This report describes 75 policies that communities can use to grow in the way that they want while protecting their water quality.

## 2. University-related resources

### The institution as developer

Colleges and universities are economic engines, and their impact extends beyond the edge of their traditional campus boundaries. This section lists some resources on the university as developer and its influence on local economies.

Communities of Opportunity: Colleges and universities are continuously growing. How and where investments are made in new facilities and the interaction between the campus and the adjacent communities are of increasing importance to students, faculty, staff, administrators, and community members. Industry analysts indicate that new construction and renovations on college and university campuses totals more than \$14 billion per year. Enrollments are expected to continue to grow through the end of this decade. In addition to enrollment, expanded research agendas, the possibility to partner with industry on research, and the desire of many institutions and surrounding communities to partner on development projects also drives the need for new and expanded facilities.

National Association of College and University Business Officers (NACUBO) and Ayers Saint Gross Architects, *Communities of Opportunity: Smart Growth Strategies for Colleges and Universities*, 2007. (48 pp, 38.7 MB) makes the case that the growth and development of new facilities that support the functions of a college or university—whether on or off campus—is an opportunity to add to and enhance the physical identity of an institution, use limited resources more efficiently and maximize investments, improve relations across the campus boundary and with local communities, and demonstrate that an institution is and can be a good steward for the environment. EPA staff contributed written sections to this report.

[http://www.nacubo.org/documents/81470500\\_FINAL\\_SmartGrowthReport\\_081707.pdf](http://www.nacubo.org/documents/81470500_FINAL_SmartGrowthReport_081707.pdf)

CEOs for Cities, *Leveraging Colleges and Universities for Urban Economic Revitalization: An Action Agenda*, 2002. (37 pp, 700 K): This 2002 report from CEOs for Cities Conversations and the Institute for a Competitive Inner City discusses the importance of colleges and universities in urban redevelopment and revitalization, and how community leaders, elected officials, and college and university administrators have worked together to achieve common goals.

[http://www.ceosforcities.org/pubs\\_projects/archive/042002](http://www.ceosforcities.org/pubs_projects/archive/042002)

Lincoln Institute of Land Policy's *City, Land, and the University* program focuses on colleges and universities and their efforts to develop both on and off campus.

<http://www.lincolninst.edu/subcenters/clu/>

### Teaching and research

With their teaching, research, and service missions, colleges and universities across the country teach best practices, provide professional training, and carry out analysis of land use policies and practice. Much of this educational effort has come from traditional course offerings in programs dealing with the built environment such as planning, architecture, policy, law, engineering, and public health. Increasingly, though, colleges and universities have been places where local officials such as municipal legislators, planning commissioners, and staff have received training on land use practice.

Wiewel, Wim and Gerrit Jan-Knaap, eds., *Partnerships for Smart Growth: University-Community Collaboration for Better Public Spaces*, 2005. Written under a cooperative agreement between EPA and Association of Collegiate Schools of Planning, this report profiles 13 university-led collaborations on smart growth initiatives.

[http://www.epa.gov/smartgrowth/univ\\_collaboration.htm](http://www.epa.gov/smartgrowth/univ_collaboration.htm)

Wiewel, Wim and Kara Kunst and Raymond Dubicki, *University Real Estate Development: Campus Expansion in Urban Settings*, Lincoln Institute for Land Policy 2007. Working paper on the University Real Estate database and campus expansion in urban settings, created by the University of Baltimore with research assistance provided by the Lincoln Institute for Land Policy.

<http://www.lincolninst.edu/pubs/PubDetail.aspx?pubid=1285>

*Teaching smart growth at colleges and universities: A set of model course prospectuses:* This page contains a set of course descriptions and syllabi produced by faculty members from universities around the country. These prospectuses describe how faculty members have integrated smart growth approaches to development in their teaching.

<http://www.epa.gov/smartgrowth/courses/>

*Smart and Sustainable Campuses Conference:* EPA co-sponsors this conference focused on strategies and tools for colleges and universities to implement policies that produce smart growth and sustainable results. Students, faculty, staff, and administrators including facility managers, business officers, and sustainability coordinators, among others, attend this event.

<http://www.nacubo.org/x8593.xml>

*Federal Highway Administration Course on Bicycle and Pedestrian Transportation:* The Federal Highway Administration has developed a course on pedestrian and bicycle transportation. The course covers planning and engineering issues, design and engineering techniques, and implementation.

<http://www.tfhrc.gov/safety/pedbike/pubs/06065/06065.pdf>

## **Service and technical assistance**

Service and technical assistance centers associated with colleges and universities are providing technical assistance and services on land use directly to local governments, non-profits, and other organizations that are interested in seeing better outcomes from new growth and development. Some of this work is in the form of training to elected officials, staff, and community groups, while other is applied research and direct technical assistance through a variety of methods, such as contracts or class projects or a combination of both.

### **Research and Service Centers**

#### *University of Maryland*

National Center for Smart Growth Research and Education

Works in four subject areas: land use and environmental policy, housing and community development, transportation and human health, and international urban development.

<http://www.smartgrowth.umd.edu/index.htm>

*University of Georgia*

UGA Carl Vinson Institute of Government

Alliance for Quality Growth Does applied research and provides assistance on policy tools and best practices for better land development approaches.

**Smart Growth University Training**

Courses are aimed at elected officials, professional staff, developers, and citizens.

*University of North Carolina*

Center for Urban and Regional Studies

Smart Growth and the New Economy Program

<http://curs.unc.edu/smart.html>

*Georgia Institute of Technology*

College of Architecture

Center for Quality Growth and Regional Development

<http://www.cqgrd.gatech.edu/>

**Community Partnerships: University Service and Applied Research Programs**

*University of Cincinnati*

UC/Community Interactions and Collaborations: A Study of Peer Institutions

Researchers in the University of Cincinnati's planning department, with funding from the university president's office, did an assessment of the current state of university/community partnerships across North America. The study includes 21 case studies of existing partnerships.

<http://www.daap.uc.edu/planning/>

*Rutgers University*

National Center for Neighborhood and Brownfields Redevelopment

Strategic planning initiative of the university focused on service, education, and research. No specific project focus, more research oriented. Includes Smart Growth section.

<http://policy.rutgers.edu/brownfields/>

*University of Hawaii*

Collaborative projects between Sea Grant Program and School of Architecture

Sustainable development and community planning.

<http://www.soest.hawaii.edu/SEAGRANT/index.php>

*University of Wisconsin - Milwaukee*

Center for Architecture and Urban Planning Research

Metro Milwaukee Initiative

Current research on sprawl and smart growth

[http://www.uwm.edu/Dept/CAUPR/current\\_metro.htm](http://www.uwm.edu/Dept/CAUPR/current_metro.htm)

*Virginia Tech*

Metropolitan Institute

College of Architecture and Urban Studies

Focused research on the New Metropolis, Fair Growth, Green Regions, Smart Governance, and World Cities.

<http://www.mi.vt.edu/index.asp>

*The Ohio State University*

Campus Partners for Urban Redevelopment

Promotes improvement to the neighborhoods around Ohio State, known as the University District, including creating revitalization plans for these neighborhoods.

<http://campuspartners.osu.edu/>

*Michigan State University*

United Growth for Kent County Project

Promoting positive land use through public education, capacity building, and applied community leadership. Rural and urban components. Direct involvement with neighborhoods to provide them with resources and technical assistance.

<http://www.msue.msu.edu/>

*University of Illinois at Urbana-Champaign*

Department of Urban and Regional Planning

East St. Louis Action Research Project

Community assistance and development project to address the immediate and long-term needs of some of the city's most distressed communities.

<http://www.eslarp.uiuc.edu/>

*University of Florida*

Conservation Clinic

Interdisciplinary effort in the law school focusing on applied education and addressing needs for conservation.

<http://www.law.ufl.edu/conservation/purpose/purpose.shtml>

*University of Massachusetts at Amherst*

Landscape Architecture and Regional Planning Department

Hosts several initiatives, including the Citizen Planner Training Collaborative and the Community Preservation Institute.

<http://www.umass.edu/larp/community.html>

*University of Oregon*

Department of Planning, Public Policy and Management and the School of Architecture and Allied Arts

Community Planning Workshop

Students work with clients throughout the state, applied learning and research.

*University of Wisconsin*

Department of Urban and Regional Planning

UW-Extension Program

Community outreach, workshops.

<http://www.urpl.wisc.edu/extension/>

*West Virginia University*

Center for Agriculture, Natural Resources and Community Development

Community Design Team

Multidisciplinary team (architects, planners, geographers, historians, economic development experts, etc.) to work with local communities on their needs. Limited smart growth application, but very applied learning, especially in rural settings.

<http://www.wvu.edu/~exten/depts/cewd/crd/cdt.htm>



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## **APPENDIX E: PRESENTATIONS FROM THE MAY 2, 2008 UNIVERSITY ROUNDTABLE**

See following pages for:

“Sharing Common Goals” PowerPoint Presentation by John Alschuler

“Inter-Institutional Collaboration” PowerPoint Presentation by John Alschuler

“University Roundtable” PowerPoint Presentation by Tony Brown