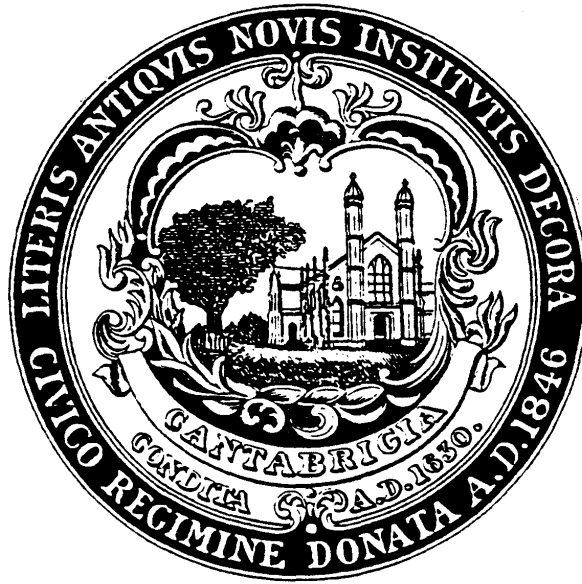


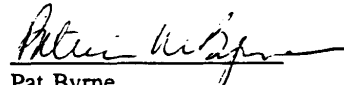
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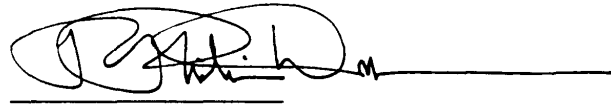


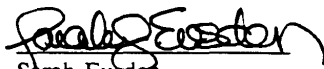
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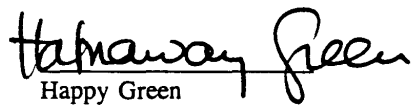
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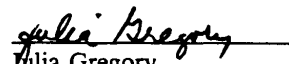

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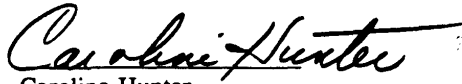

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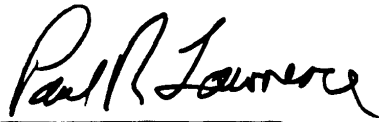

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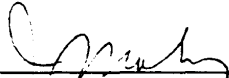
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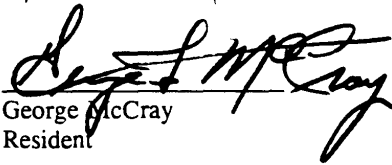
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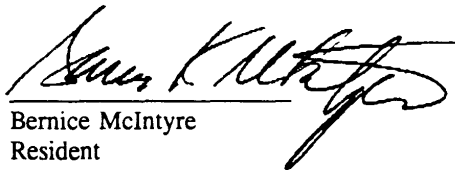
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CITY OF CAMBRIDGE

**REPORT OF THE MAYOR'S COMMITTEE ON
UNIVERSITY-COMMUNITY RELATIONSHIPS**

December 9, 1991

The Committee

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R. Philip Dowds	Sarah Eusden
Happy Green	Julia Gregory
Caroline Hunter	Paul Lawrence
James Maloney	Sylvia Martinez*
George McCray	Bernice McIntyre
Michael Nicoloro	Paul Parravano
John Pitkin	Mary Preston
Sue Reitenbach	John Shattuck
Jim Stockard	Eileen Woodford

* Unable to finish serving.

Frequent, but unappointed, participants were Peter Ivan Armstrong, Harvard University and Ron Suduiko, MIT.

Administrative assistant: Blanca Sanchez
Editorial assistant: Mary Nemick

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Section One

Introduction

Cambridge is a strong and dynamic city .Its boundaries encompass a rich and diverse mixture of people, commercial activities and organizational life. Institutions of higher education are a vital part of this Cambridge community. Harvard and are two of the leading research universities in the world. Lesley College, Cambridge College and the Episcopal Divinity School are distinguished institutions in their fields. Many of Cambridge's unique qualities spring in large part from the influence and activities of these institutions. In return, Cambridge's attributes as an urban community contribute significantly to the appeal and success of these institutions as centers of scholarly activity .In short, the relationships between the universities and the community is, in many respects, mutually beneficial.¹

On the other hand, it is also clear that these relationships have elements which can lead to significant conflicts. When universities prosper and grow, the community often experiences changes in the nature of its population, increasing competition for housing and higher housing costs, reductions in the inventory of taxable property , denser development, more traffic and changes in the number and mix of businesses and jobs. When changes of this nature are of particular concern, for whatever reason, relationships between educational institutions and their communities can become strained.

The winter of 1990-91 was an appropriate time to review these relationships in Cambridge. The task was made urgent by public concerns about the long term effects of

¹ Please note that a number of terms such as institutions of higher education, universities, educational institutions, and institutions are used interchangeably throughout this report. The primary reasons for this are editorial, and all such phrases should be considered to include all of universities and colleges referred to in the document.

the universities' expanding ownership and development of taxable real estate in Cambridge. These concerns centered on the potential loss of tax revenues if these properties were to be converted to academic use and removed from the tax rolls at some point in the future. Spurred by these concerns and other events, including a new Payment in Lieu of Taxes (PILOT) agreement between the city and Harvard, several zoning conflicts, and the beginning of several new university-community discussions, the Mayor asked the City Council to authorize the appointment of a Task Force on University Community Relations. This group was to examine relations between institutions of higher education and the community and to seek ways to enhance the positive aspects of those relationships while reducing the impacts of growth and change that were negative. The Council approved the appointment of such a committee on November 19, 1990. (See Appendix A).

On May 2, 1991, the Mayor's Committee on University Community Relations convened for its first meeting. The Committee has included 18 active members -nine citizens from various neighborhoods around the city, six representatives from institutions of higher education, two city officials and a chairperson. For a list of the members see the signature page. We have met as a full committee 14 times for a wide-ranging set of conversations. Sub-committees have also met to address specific topics. The Committee held one session to receive comments and suggestions from any member of the public who wished to address the Committee.

Although we were ably assisted administratively by Blanca Sanchez of the Mayor's Office, and editorially by Mary Nemick, an intern from MIT, we were not a fully staffed committee. Our major goals were not the collection of data nor the discovery of new facts new facts about these relationships. Rather as specified by the City Council

order, our mission was to:

"review all key issues regarding the relationship between the city and the large institutions.." and to "..forge the basis for new I more productive partnerships between the City and its large institutions for the future.."

At our first meeting, we created an outline of topics for discussion. During our early sessions we spent one or more meetings discussing the following issues:

- Land use, growth, development and housing
- Fiscal issues
- The application of knowledge in the community
- Opportunities for community residents at the universities
- Economic development
- Communications

We have found our conversations about these issues enormously enlightening and productive. Every member of the Committee has learned things he or she did not know previously about this complex subject. Each of us has looked at old issues from new perspectives. While there is not unanimity of opinion among us regarding the causes and effects of the various aspects of the university-community relationships, we have agreed on a number of recommendations regarding new collaborations among our city's neighborhood groups, other organizations, public agencies and universities.

It is our conclusion that substantial benefits are to be gained from nurturing and reinforcing harmonious university-community relationships. These benefits accrue to all community members. Several general concepts have influenced our thinking about how these relationships can best be maintained and enhanced. It is important to share them before describing some of our more specific agreements and recommendations.

1. The granting of tax exempt status to universities is based on the commitment of these institutions to continue to fulfill their mission by educating leadership and increasing knowledge for the benefit of the community. This mission is defined by the charitable purposes language and intent of Federal law. A unique element of the "town--gown" linkage is that these benefits of the universities' activities flow freely across local, state and national boundaries, while the impacts of institutional presence are felt almost exclusively in the local community. An important goal of the universities and the entire Cambridge community must therefore be to achieve and maintain a mutually acceptable balance so that local impacts are balanced by local benefits.

2. Both the university and the other sectors of the community have many different elements. Universities include students, faculty, staff, buildings, particular schools within the institutions, presidents and boards of trustees. The community includes individuals, neighborhood organizations, city-wide groups, businesses, churches and educational institutions, as well as the city's government, which includes public agencies, the City Manager, the City Council, the School Committee and the Mayor. The number of constituents, the degree of overlap among these groups and the wide differences of opinion within the various groups make the maintenance of harmonious relationships a challenging task.

3. We believe that overall university-community relationships will benefit from improved communication within each sector of the community .In our judgment, the more neighborhood, other advocacy groups and public agencies are able to coordinate their ideas, information and positions; and the more the various schools within the universities and their central administrations are able to coordinate their policies and actions, the more fruitful the interactions between the educational institutions and others

in the community are likely to be. Because city agencies have staff, resources and authority that can be helpful to neighborhood groups and to the process in general, we believe they should play an active role in supporting and facilitating these efforts.

4. Successful initiatives in university-community relationships share several essential ingredients - candid and timely communication of intentions and concerns by all parties; involvement of advocates for the varying groups and interests in the community; and mutual acceptance by all parties that each has a stake in the community and its future.

The report which follows is divided into four chapters, each containing commentary and recommendations. These chapters deal with growth and development, fiscal issues, the universities as educators, and the universities as economic entities. The recommendations in each section cover specific collaborative efforts that we think have significance for the strengthening of university-community relationships. For the most part, these recommendations rely on the initiative of existing public agencies or the universities, themselves, for something to be accomplished. We are encouraged that the number of efforts at nurturing and reinforcing these linkages has been rising in recent years. Some of these efforts are listed in Appendix B. While we are confident that such initiatives will prosper, and others will grow, there are a number of issues which may continue to arise and some may not be covered by these specific proposals.

Accordingly, we recommend that an Advisory Committee on University Community Relations be appointed to carry out the following responsibilities:

1. To foster balanced, harmonious, productive relations between the institutions of higher education and other members of the community in all areas of interaction.

2. To brainstorm together about broad community concerns and problems and possible new joint efforts between the city and the universities to address these issues, and to make recommendations to the city and the universities regarding steps that can be taken to advance these proposals.

3. To maintain a record of agreements and commitments between the universities and the community.

4. To enhance the understanding of the community at large about the relationships between educational institutions and the city.

The Advisory Committee's members should represent a range of interests in the community and the educational institutions and should design its own procedures to carry out the mission described above. The Committee should meet only periodically -for example, every three to six months. It is expressly not intended to act as a replacement or overseer of any of the public or private bodies currently at work in the city. Rather, it is a vehicle to insure continued thoughtful public dialogue on these issues, and to foster continued university and community cooperation in the interest of a strong, diverse city for us all.

In conclusion, the members of this committee believe that the implementation of the recommendations included in this document will set the City of Cambridge, and the private educational institutions within its borders, on a course that will help to eliminate any stress that now exists and build an increasingly positive relationship for the future. The cumulative effect of the initiatives suggested here, and the active involvement of a broad range of community and university people, will build and strengthen our community.

Section Two

University and Community Growth and Change

A. Current Status

The expansion of university property is one of the primary sources of friction between the universities and their neighbors due to the competing demands for scarce land, the limited number of development alternatives in Cambridge, and the tax-exempt status of academic activities. Cambridge land is, of course, constant. At the present time, Harvard, MIT, Lesley College, Cambridge College and the Episcopal Divinity School, own approximately 17 percent of the city's developable land (exclusive of major water areas, streets, cemeteries, etc; 13 percent is non-taxable and 4% is taxable² .

In exploring the existing relationship between Cambridge's universities and the neighboring areas that are impacted by the expansion of these institutions, the committee distinguished between the growth in various populations associated with the universities, and the physical expansion of land and buildings. The growth of student and faculty populations of the educational institutions is a concern when these increases lead to an eventual need for more institutional buildings. Such population growth, depending on its interaction with other city population changes, may also have implications for housing, schools and the infrastructure of the city , as well as effects on the tax roll and the economy. Over the past decade, there has been a measurable increase in the number of graduate and professional students in Cambridge, while the number of undergraduates has remained relatively constant. (See Appendix C for specific information about the current size of the universities and their growth histories) .

² City of Cambridge Interoffice Correspondence. 2/11/85 aIx1 memo from Robert W. Healy to Cambridge City Council 9/17/90, as referenced in "Cambridge In-Lieu-of-Taxes: Undressing the Town/Gown Dilemma," by Eric Halverson 4/9/91

New people associated with the universities, by increasing the demand for housing when the supply is relatively constant may, for example, increase rents and sale prices for certain parts of the housing stock within the city .If Cambridge's total residential population remains roughly constant, an expanding population of people affiliated with the educational institutions could represent an increasing percentage of the city's population if students, faculty and other affiliates choose to live in Cambridge. Some residents fear that this potential change would shift the city's age and income profiles, making Cambridge less, not more, representative of the region as a whole.

Physical expansion of the educational institutions includes the housing of university-related people, as well as educational, research, administrative and recreational facilities. While most educational institutions in Cambridge provide housing for the overwhelming majority of their undergraduates, only a small portion of graduate students and faculty are housed by their universities. (See Appendix C).

A related, but different, form of growth is the institutions' ownership and development of for-profit real estate. Institutions in Cambridge own, and pay full real estate taxes, on land, office buildings, hotels and residential structures. Harvard, for example, is the largest owner of rent-controlled apartments in the city .As noted earlier , concerns exist about the possible removal of any of these properties from the tax rolls in the future.

Of importance to all pans of the community, particularly neighborhood groups, is the need for more information and a more mutual process of university planning for property acquisition and development. Existing policy regarding land acquisition and development by the universities is currently expressed both through voluntary self - regulation and through legislative measures. Examples of the former include Harvard's

voluntary "red line" agreement (a commitment, made in 1972 and still honored by Harvard, to refrain from acquiring land or buildings in most residential neighborhoods), and the natural constraint which may be created by the high price of property in the city . Article 4.50 of the city's Zoning Ordinance is the most significant legislative measure for shaping growth. It prevents the universities from developing property for institutional use in many, though not all, low and medium-density residential zoning districts. (The Institutional Overlay Districts exempt certain areas from most limits imposed by Article 4.50). The Rent Control statutes, and particularly the Removal Permit Ordinance, are other legislative measures that tend to contain growth by preserving the city's housing stock.

A question for all parties in the community is how to create an informed and appropriate context for making decisions about university growth. A lack of knowledge about university plans and needs can create certain dilemmas for the community. On the other hand, gaps or unresolved issues in the planning by the city and its individual neighborhoods can create problems for the universities. For instance, sharing information between the universities and the city in regard to housing and public school needs of student families that join our community because of their affiliation with the universities would be helpful for everybody in the planning process.

Also at issue is the concern by neighborhood groups that they lack professional staff and are not operating at the same technical level and with equal resources when they enter into dialogue with universities.

B. Continuing Issues

There exists a need to develop further mutual guidelines for university expansion, along with an overall commitment to future planning by all parties involved in development activities and neighborhood stabilization. Until this need is met, there is continuing potential for site-by-site conflict.

C. Recommendations

The Committee agrees that the community needs to maintain a balance and proportion among various residential, commercial and institutional activities competing for space and priority within our city's boundaries. We recommend that the Cambridge Community adopt the following principles to maintain this balance in a harmonious manner:

- * Future planning benefits all members of the community. Well-founded projections for the city and its neighborhoods enable individuals, institutions and other organizations to plan for their future.

- * The community should strive to reach consensus on the proper balance and proportion among activities in the community through a process of sound factual research and thorough discussion by representatives of all affected groups and organizations. The city's current Growth Policy undertaking, referred to below, can be such a process.

- * Potential conflicts over planned university expansion or other activities can best be resolved through face-to-face discussions between the university and representatives of affected neighborhoods and groups and the city government which lead to mutually agreeable solutions. These discussions should take place as soon as any party foresees a potential conflict.

The committee recommends the following actions:

1. Use the Growth Policy Document process to undertake joint discussions about university growth.

The City of Cambridge, through the Cambridge Community Development Department, is presently undertaking a study of the City's existing and potential growth policies, with the objective of preparing a Growth Policy Document in 1992. This Growth Policy Document will address city-wide and neighborhood growth and development issues, and will include recommendations regarding land use, the intensity of development, traffic and parking, open space planning, development of particular areas and parcels in the city, and other planning issues.

We recommend the growth policy study devote specific attention to the universities and their effects on the physical shape and character of the city and its neighborhoods. *Please refer also to recommendations 2 and 5 of this section.*

The public participation process in the development of the growth policy document should continue to take into consideration the views and suggestions of neighborhood organizations and residents, along with other interests in the city including institutions and businesses.

2. Universities should create plans for the future and update them annually.

Universities should offer statements of their future needs to the city and their plans responding to those needs. These plans should include specific statements about known development projects and their status: forecasts of faculty, staff or student population growth; and identified needs that do not yet have solutions, e.g., a need for more dormitory space, a proposed new laboratory building, or additional housing to

attract staff. These plans should also address known concerns of the community such as parking and/or tax base erosion. In cases where a university is made up of separate schools having individual decision making powers, it should be the role of the university to include those individual school plans in its overall document. The universities should present these statements to the City on an annual basis as part of a review of the university section of the Growth Policy Document.

3. There should be an annual joint review of university and community needs and plans.

The Planning Board, with the assistance of the Community Development Department, should annually review in a public meeting the Growth Policy Document. In regard to the educational institutions, this review should include the status of known projects, time frames for the development of new policies, the identification of unmet community and university needs, and other issues that must be resolved. The Planning Board should develop specific recommendations based on the findings of each annual review and transmit these to the City Council.

4. The city should continue to support and help coordinate neighborhood planning efforts.

The Community Development Department should collaborate with representatives of each of the neighborhoods to formulate and implement plans which articulate the needs and future vision of each neighborhood and its relationship to the universities which adjoin it and to the city at large. An effort of this kind is already underway through the Neighborhood Study Program. Where planning issues affect universities, the universities should be consulted at all stages of the process.

The recommendations of the different neighborhood studies should be integrated into the future planning efforts of the city. Any potential inconsistencies between the individual neighborhood and university plans should be addressed in the annual Growth Policy review.

5. A university data base should be jointly developed.

The city, with the Community Development Department as a repository, should continue to maintain a university data base to include, but not be limited to, annual counts of population and housing use, periodic growth projections, comprehensive property inventories, and transportation studies. The universities should provide this information based on annual requests from the city and work together to develop ways for the data to be widely accessible so it can be used as a common base for discussions and proposals.

6. Existing collaborative efforts with neighborhoods should be continued.

The Joint Committee for Neighborhood-Harvard Consultation, which began meeting during the spring of this year, offers a promising model for continuing voluntary discussions of issues of mutual concern to educational institutions and their neighbors. Both university and community representatives have been attending regularly, issues are discussed before they become matters of urgency, and a sense of trust is developing among participants. This model should be continued and replicated where applicable.

Section Three

Universities and Community Fiscal Health

A. Current Status

By many measures (bond rating, surplus levels, percent of maximum tax levy in use) Cambridge is among the most fiscally sound communities in the Commonwealth. Nonetheless, the Committee found that the impact of university expansion on the city's fiscal health can be a source of conflict. Much of the tension between the universities and the community results from the effects of the real estate tax exemption when universities convert property to an educational use, thus removing it from the city's tax rolls. This raises a number of concerns, primarily residents' fears about a decreasing city tax base which could cause cuts in local services or higher taxes for residents and businesses. These fears are especially pronounced at this time due to the severe regional economic downturn which threatens to reduce revenues from other sources, especially those provided by the state to its municipalities.

Responding to these concerns, Harvard University and MIT have each made PILOT (payment-in-lieu-of-taxes) payments to the city since 1928. By virtue of these payments Harvard and MIT are two of the largest contributors to the city budget. They are two of only a small number of universities throughout the nation that make payments such as these.

The city's 1990 PILOT agreement with Harvard, facilitated by the city administration acting through the city Treasurer, is seen by the Treasurer and by many Committee members as a positive and important model for use in the future. This agreement increased payments to the city, provided for PILOT payments for property

removed from the rolls by the University in 1990, identified several specific mutual and administrative concerns and established an administrative working group to collaborate on solutions to these problems. MIT's payments follow a formula first outlined by the city's Board of Assessing several decades ago and is based on the amount of land that MU owns.

The presence of the educational institutions fiscally impacts the city in other, more indirect ways. The universities strengthen the economy of Cambridge through the buying power of the institutions and of their staff and students, and through the business and research activities they help to stimulate. These activities tend to stabilize and often increase the city's tax base. Over the years, on the other hand, some additional tax exempt institutions have been attracted to Cambridge because of the universities, presence, thereby possibly decreasing the city tax rolls.

One way educational institutions lighten the burden on the city budget is to provide some of the services for themselves that the city provides for others. Harvard and MU, for instance, have their own police forces, and all the institutions provide their own trash collection, thus partially decreasing their reliance on city services and revenues. Universities pay directly for water and sewer services, as do other institutions. However, there are other municipal services, such as fire protection and maintenance of public streets, for which the universities rely on the city .

B. Continuing Issues

The primary area of fiscal concern is the loss of city property tax revenues when property is conveyed to educational purposes. Also at issue is the cost to the city of providing certain services to the universities as compared to the amount the city collects from these institutions.

All members of the committee believe that it is vital to maintain a stable tax base in the city .This will be accomplished by creating a fiscal environment which enables the city to provide necessary services without undue tax burden on the city's property owners. The community must do this in the context of state and national laws which support the universities and their educational and research functions through the tax exempt status of their academic facilities. At the same time, the educational institutions must not strain the financial health of the city .

C. Recommendations

The Committee agrees that the community needs to maintain a balance between the universities' ability to educate, conduct research and provide other services to our community, the state and the nation. on the one hand, and the city's sources of revenue, on the other hand. We recommend that the Cambridge community adopt the following principles to maintain this balance in a harmonious manner:

- * The city's tax base must be stable and capable of growth.

- * The educational institutions of Cambridge should not create any new fiscal burdens on the city treasury .

* The ability of residents and businesses to pay their share of the property taxes needed to fund city services will be affected by the balance between tax-paying and tax exempt activities in the city .This balance should be maintained in a fiscally sound manner in the future.

The committee recommends the following actions:

1.) The City Manager' s office should continue to have primary authority in this area.

2.) There should be a voluntary joint policy on removing property from rolls.

The city and the educational institutions should create a voluntary joint policy and procedure regarding properties removed from the tax rolls by the institutions. This agreement needs to deal with the city's potential loss of revenue, while still respecting the universities' basic right to property tax exemption for educational purposes. Leasing as an alternative to property ownership should be considered. An institution's size and the impact on the city of a particular property's removal should be factors in this document. The city and the universities might also continue to look for mutually agreeable ways to offset any reduced tax revenues through the facilitation by colleges and universities of other tax-producing development or other tax saving initiatives.

3.) There should be PILOT-type agreements with all educational institutions in the City.

The committee recommends that the city, through the continued authority of the City Manager's office, create individually negotiated agreements on the issues covered in the Harvard PILOT document with each of the city's educational institutions. These

agreements need to take into consideration the diversity of institutional size and fiscal condition, as well as the impact each individual institution's actions have on the city's finances. Such documents may or may not involve cash payments.

4. The city and the universities should consider advocating for state and federal subsidies for communities that host universities.

The city and the universities should also consider pursuing the long range possibility of an increase in state and federal aid to Cambridge and other cities and towns with tax exempt educational institutions. This would replace or supplement the collection of PILOT -type payments from the educational institutions. Such assistance would be recognition of the benefits, fiscal and otherwise, that are provided by the universities to the state and nation, and of the significance to these educational institutions of the municipal services provided by their host communities.

Section Four

The Universities as Educators

A. Current Status

There are certain functions that educational institutions are uniquely suited to perform for society as a whole and on which the national, state and local communities depend. In exchange for these, society has granted such institutions tax-exempt status. Colleges and universities can provide us with the quality education of leaders, scientists, educators, scholars and children. They may also perform invaluable research and facilitate the expansion and dissemination of knowledge, as well as providing intellectual, cultural and moral leadership.

Cambridge and the educational institutions within its boundaries have begun to tap into the potential their collaboration offers in these areas. While the universities have been involved with a wide variety of programs for years, the overall effort has sometimes lacked the coordination that would maximize this potential.

The institutions make their most significant community contributions when they act in their roles as educators. Appendix D lists a wide variety of educational programs and services provided to the city by Harvard, MIT, Lesley College and Cambridge College. The scope of these services underscores a fundamental premise: the improvement of educational connections for the benefit of Cambridge citizens should be a central focus for building relationships between the university and the rest of the community. It is as educators and researchers that universities make the greatest contribution to the lives of Cambridge citizens, and that role should be enhanced in scope and quality .

B. Continuing Issues

When looking for the best ways to apply university knowledge and educational resources, all parties are faced with the problems of locating the appropriate knowledge, verifying the validity and acceptability of knowledge, deciding what knowledge should be used and properly financing the use of that knowledge.

As this report shows, numerous educational programs now exist between the universities and the city to their mutual benefit. These programs have sprouted from a variety of sources ranging from collaborations between individual faculty members, to major institutional initiatives. Since 1986, the Cambridge Partnership for Public Education has been a vital force in helping universities, businesses and the public schools make meaningful connections. The Partnership is leading the way in coordinating university and business assistance with our public school system's needs. Because of the Partnership, what was once a haphazard set of initiatives among the school system, universities and businesses is becoming a more shared vision for the improvement of early childhood education, teacher preparation, curriculum development, dropout prevention and post-graduate employment. The Partnership, like the Committee on University-Community Relations, has addressed the need to make the best use of the universities as educational resources. This need must also be addressed in areas beyond the public school system.

In an effort to increase the awareness and accessibility of the resources provided by the universities, there needs to be a commitment to providing information about those services in new ways, as well as an opening up of services in a manner that makes them available to a wider range of residents. Along with this sharing of resources, there needs

to be ongoing evaluation of the utility of efforts to provide information and resources.

More connections need to be made between the needs of the community and the educational and training resources of the universities to meet those needs, including (for example), training and development of city employees, adult and continuing education for Cambridge residents, development of leadership skills, and the job training needs of non-college-bound young people. The universities have a role to play in facilitating access to college opportunities for children in the public schools and adults who have had limited educational opportunities. It should be recognized that currently and ideally, the universities have a role to play both in helping further improve the educational systems in the city and in the direct delivery of services to city residents.

Two important elements need constant attention in city-university relationships in this area:

- Better efforts by the city through the School Department to articulate its education and training needs.

- Better coordination of efforts among the universities in service to the city .

C. Recommendations

We recommend the adoption of the following principles in this area:

- * Institutions of higher education are a vital resource for the education of the Cambridge community. They should work together to develop programs that are broad in scope, well-coordinated and open to community needs.

- * Educational institutions should review what knowledge and services they have to offer and develop guidelines for community members to gain access to them.

* Various sectors of the community should develop ways to clearly inform the universities about their needs.

* The costs of providing and using this information should be equitably shared by the city government, elements of the community and the universities.

The Committee recommends the following actions:

1. The colleges and universities should collaborate with each other in service to Cambridge.

The institutions of higher education should organize educational collaborations to implement educational initiatives for a wide range of Cambridge residents. In conjunction with the Cambridge Partnership for Public Education, the School Department and the city, the universities should work together to help identify and prioritize educational opportunities for Cambridge. Targeted to address a broad range of needs, the initiatives taken collaboratively by the educational institutions should include programs for Cambridge citizens and employees in and out of school and for those seeking higher education degree programs, as well as for those who are not.

Initiatives of the educational institutions within the school system should focus on the priorities already established by the Shared Vision of the Cambridge Partnership for Public Education: early childhood education, teacher preparation, curriculum development, dropout prevention and post-graduate employment. The Committee also thinks particular attention should be paid to the development of programs that will prepare Cambridge residents for these technical jobs that will be available in the city's future that do not require college degrees.

2. Joint plans should be developed for specific educational programs.

Working through the Cambridge Partnership for Public Education, Lesley, Harvard, MIT and Cambridge College should meet and plan expanded educational programs that address a comprehensive range of city needs. Rather than simply continue to launch individual programs, they should also plan their initiatives jointly, as much as possible, so as to make the best use of their resources and to strengthen their individual efforts. This collaborative approach should permeate the universities' efforts to serve the educational needs of Cambridge and should be closely coordinated with the efforts of the public school system.

3. Central communication points should be established for coordinating educational efforts.

A central communication point should be created in educational institutions and in the city for facilitating the sharing of knowledge. Universities should provide regular information on the educational resources available to the city, and they should provide it in an easily accessible manner. The city should coordinate its efforts to define its needs.

4. An evaluation system should be established for these efforts.

The universities and the city should establish a way to evaluate the success of efforts to identify needs and provide services.

5. A program should be developed for connecting Cambridge's youth with the city's institutions of higher education.

The Committee also recommends that the universities implement and make known a policy of encouraging access to university undergraduate and graduate programs

for qualified Cambridge youth. This would include providing information to Cambridge students at an early age about programs and options available to them through the universities of their home city .It could also mean creating programs for students at the elementary and high school level that help increase the number of students who become qualified for higher education.

Section Five

Universities as Economic Enterprises and Neighbors

A. Current Status

Universities offer the community a wide variety of resources when acting in the role of economic enterprises and neighbors. For instance, the universities are among the largest employers of Cambridge residents in the city. Institutions of higher education own and operate a host of facilities, some unique, that can be useful to community members. And many students, staff and faculty provide volunteer help to the community through a wide range of programs organized by the institutions.

There are complications here, as well, of course. Some of the activities that occur in the university facilities generate traffic and parking problems. And the community is hardly unanimous in its priorities for the use of volunteer energies. But many elements of the community have positive feelings about the resources of the universities that are made available to groups, individuals, and the community at large.

The universities are currently involved in a wide range of successful efforts to provide resources to Cambridge residents. The city's awareness of these efforts, however, has often been limited and many residents and organizations do not know the best ways to ask for assistance and gain access to the resources the universities have to offer. (See Appendix D for a general summary of these offerings).

Many university resources, such as athletic facilities and libraries have been open to Cambridge residents in the past, while some others have been less available. In many cases, legitimate practical or policy reasons exist for these access procedures. In some cases, progress toward more openness may be possible.

B. Continuing Issues

Of great interest to all involved parties is the issue of how to address the awareness of and accessibility to the resources the universities provide. Also at issue is how to pay for any costs involved in providing and gaining access to these services and facilities.

One of the most valuable of these resources is the technical expertise of faculty, students and staff. As in the educational arena, there are issues of locating the appropriate people to provide this expertise and evaluating, choosing and paying for it.

As to physical resources such as libraries, recreational facilities, parking lots and (non-dormitory) housing stock, there are numerous logistical problems. Finding the right balance between serving the university community and the host community can be difficult.

Volunteer energies are always welcomed by the groups they benefit. Matching the interests of the volunteers with the community's needs is a complex task, but one which has great benefits for all parties. Sometimes the needs of different elements of the community are divergent or even in conflict and sensitive supervision of volunteers can result in improved dialogue within the community .

C. Recommendations

We recommend the adoption of the following principles in this area:

* The universities should look for opportunities to contribute to solutions of critical national problems, in part, by working with the Cambridge community to create, support and evaluate local initiatives addressing those problems.

* Educational institutions should continue to provide appropriate and feasible access to their knowledge base and develop clear guidelines for community members defining how to locate the information and help they need.

* The city leadership should develop ways to clearly articulate and prioritize what university-based information and assistance the community needs.

* There needs to be an appropriate sharing of the costs accrued when providing and using this information.

The Committee recommends the following actions:

1. University efforts to provide coordinated technical assistance should be continued and expanded.

The universities should continue and enhance their efforts to provide technical assistance to neighborhoods, non-profit organizations, city-wide citizen groups, public agencies and other organizations in the city. By working together, the community and universities will be able to coordinate their efforts to identify and prioritize difficult city problems and apply the best and most practical knowledge and skills available to solve those problems.

2. The city and the universities should explore possibilities of expanded community access to university facilities.

The city and the universities should examine the practical issues and possible solutions to finding ways for community residents and groups to have appropriate access to university facilities. Because the facilities vary widely among the educational institutions in the city, and because some institutions have had more occasion to address these issues, conversation about access will be quite different at each institution.

Appropriate user priorities, technical or scholarly qualifications, and reasonable costs should all be matters for discussion.

3. Central communications points should be established for exchanging information about resources and needs.

As in the education arena, central information and communication offices could be very helpful in improving the coordination between available services and facilities and the needs of the community.

4. Efforts should be made to increase public awareness of potentially useful university resources.

Both the universities and the community should increase their efforts to expand awareness throughout the city of the technical assistance, volunteer help and facilities that can be available for the benefit of the community .The more widely this knowledge is spread, the greater the use of the resources, and the more connected the institutions and the community will become. Our experience as a committee has shown us the benefits that come from such increased interactions. A newsletter might be considered as a vehicle for increasing the awareness of available resources.

Section Six

**Appendix A
City Council Resolution**

City of Cambridge, in City Council, November 19, 1990:

WHEREAS: Cambridge is home to several large educational institutions; and
WHEREAS: Inevitably the interests of the city and the interests of these institutions often clash; and

WHEREAS: There has been considerable discussion recently about town/gown relations in light of ongoing discussions about a possible new agreement with Harvard University; and

WHEREAS: A recent community forum organized by several neighborhood associations raised a number of important issues regarding relations with Harvard; and WHEREAS: The many issues that arise between all the large institutions and the city have never been examined comprehensively; now therefore be it

RESOLVED: That this City Council requests and authorizes the Mayor to appoint a Task Force to review all key issues regarding the relationship between the city and the large institutions including, but not limited to, in lieu of tax payments; university expansion; institutional zoning; the legal basis for the removal of certain property from tax rolls; continued payment of taxes for newly purchased properties; cooperative ventures between the city and the universities; opportunities for Cambridge students at local universities; and town/gown relationships in general, but not in any way to negate the new agreement with Harvard that is currently pending; and be it further

RESOLVED: That the Mayor will appoint an eminent but neutral individual to chair the task force, and will also appoint to the task force representatives of the city; resident representatives of Cambridge' s diverse neighborhoods; university representatives; tax and assessing experts; and educators; and city planners; and be it further

RESOLVED: That the City Manager be and hereby is requested to assign a facilitator and planner to staff the task force; and be it further

RESOLVED: That this task force will present its preliminary report four months after its initial meeting and, after one or more public hearings, will submit recommendations to the Mayor and City Council for consideration and adoption; and be it further

RESOLVED: That this task force will attempt to forge the basis for new, more productive partnerships between the City and its large institutions for the future and not to interfere with agreements currently under discussion.

Appendix B

Existing University/City Working Committees

Multi-Issue/Long Term Committees

1. Administrative Working Group

Origin: Outgrowth of Harvard-Cambridge
In-Lieu-of- Taxes Agreement, 1990

Members : Harvard Central Administration
City Manager
Department Heads

Purpose: Confirm/summarize informal talk
Multiple issues

Meets: Monthly +/- on permanent basis

2. Joint Committee for Neighborhood-Harvard Consultation

Origin: Forum on Harvard Expansion and Future of Cambridge and
Harvard Community Advisory Group

Members: Neighborhood groups
Mid-Cambridge Neighborhood Association
Agassiz Neighborhood Council
Neighborhood 9
Neighborhood 10
City-wide groups
Cambridge Citizens for Livable Neighborhoods
Harvard Square Defense Fund
Harvard Central Administration

Purpose: Variety of planning issues
Specific projects
Big picture/clearinghouse

Meets: Once a month

Multi-Issue/Short Term Committee

I. University-City Relations Task Force

Origin: Initiated by Mayor Wolf 1991

Members: University representatives
Harvard University
MIT
Cambridge College
Lesley college
Community representatives
City representatives

Purpose: To discuss issues central to the university-city relationship and write a
proposal to present to the City Council

Meets: Every 2 weeks from May to November 1991

Single Issue/ Long Term Committees

I. Agassiz-Harvard Committee

Origin: Agassiz Neighborhood Council
Members: Harvard Central Administration
Harvard Law School
Residents
Purpose: Agassiz/Quality Inn issues
Meets: Network in place use when necessary

2. Citywide Youth Employment Office-Business Advisory Council

Origin: Initiated by Human Services and Youth Committee of the City Council in the summer of 1990. Members invited by Councilor Jonathan Myers
Members: 18 members representing Cambridge's universities, businesses hospitals, the Department of Human Services Programs, the Community Development Department, the Superintendent of Schools, Cambridge Community Services and CYEO
Purpose: The Business Advisory Board has four goals: to enlist the support of Cambridge employers to expand training and employment opportunities; to provide management and marketing expertise to the office; to advise CYEO on future employment and training needs; to help develop resources for youth employment services
Meets: Bi-monthly

3. Cambridge Partnership for Public Education

Origin: Universities, businesses and School Department, 1986
Members: Businesses
Universities
Cambridge School Department
Parents
Purpose: Support of Cambridge public schools
Meets: Every 1-2 weeks

4. Neighborhood Studies Program

- Origin: Proposed to the City Council by Community Development Department as part of the Comprehensive Rezoning/planning Effort as adopted by City Council in September 1988
- Members: Neighborhood residents as appointed by the City Manager. Universities participate at the invitation of the committee members.
- Purpose: To make recommendations to the City (and to the universities if appropriate) to enhance and preserve the livability of the neighborhoods.
- Meets: Ad hoc Committees meeting on a five year schedule

Single Issue/ Short Term Committee

I. Growth Policy Document

- Origin: Proposed to the City Council by Community Development Department
- Members: City Department heads
Open membership
- Purpose: To develop policy directives for management of future growth
- Meets: Woven into the Planning Board meetings, committee is preparing a report to the City Council for the end of the fiscal year 1992. Public meetings during the first half of 1992. City Council Sub Committee hearings 1992.

Appendix C University Data

I. Cambridge College

A. Populations

	Current	Projected 1995/1996
Students	1019	2320
Faculty	92	175
Staff	45	75

B. Educational Facilities

Cambridge College has a lease to rent three floors at One Mifflin Place in Harvard Square and rents the building located at 15 Mifflin Place. The College rents additional classroom space from Harvard Graduate School of Education and other Harvard facilities.

Cambridge College is negotiating to buy a building in the next 1-2 years in the Harvard Square area. There are no other plans to purchase real estate in the next five years.

C. Taxable Land Owned

Cambridge College owns no taxable land in Cambridge.

D. Housing

Cambridge College provides no housing for students and has no plan to do so in the future.

E. Employment

Cambridge College employs 21 people who are Cambridge residents -15% of its total of 137 full and part time employees.

F. Payments to City of Cambridge

Cambridge College is a tax-exempt, non-profit organization and makes no payments to the City of Cambridge.

II. Harvard University

A. Populations

Students 14,530
Faculty 1,332
Staff 6,900

-Between 1985 and 1990, Harvard's undergraduate population has had an annual growth of 0.2%

-Between 1985 and 1990, Harvard's graduate and professional student population has had a 2.1% annual growth

- Between 1985 and 1990, the combined graduate and undergraduate populations have had an annual growth rate of 1.2%
- Between 1985 and 1990, Harvard faculty has had a 1.3% annual growth rate
- Between 1985 and 1990, the number of staff has slightly declined

B. Educational Facilities

Tax exempt land owned (in acres) 177

- Since 1980 Harvard ' s physical plant has grown less than 6%
- Harvard owns approximately 5% of the total land in Cambridge and approximately 12% of the City's tax-exempt land
- In the last decade, Harvard's tax-exempt holdings expanded less than one-tenth of one percent.

Source: City Assessor 4130/90 Report

C. Taxable Land Owned

- Taxable land owned (in acres) 41
- Open housing under rent control 87 buildings
714 units
- Commercial properties (in square feet) 300,000
- In the last decade, the increased value of Harvard 's commercial and residential real estate resulted in new revenues for Cambridge of \$1.5 million in FY 1991 (Source: Harvard Planning Group, January 1991)
- Between 1980 and 1990, Harvard added more than nine times as much property to the tax roll in Cambridge as it removed. (Source: City Assessor, 4/30/90 report)

D. Housing

Harvard Dorms: 8000 beds in Cambridge (of a total of approximately 9000 beds)

Harvard Affiliate Housing: 1157 units in Cambridge (of a total of 1688 units)

Graduates, Faculty and Staff 1688 units)

Faculty Condominiums 22 units

- Harvard houses 99% of its freshmen and 95% of its undergraduates in its dorms. - 12.5% of Harvard's graduate students are housed in Harvard Real Estate's affiliate apartments and 17.5% are housed in graduate school dorms.

E. Employment

- Harvard is the largest employer in the city of Cambridge with over 9,000 employees, one-third of whom live in Cambridge.

<u>F. Payments to the City of Cambridge</u>	
Real Estate Taxes for FY1991	\$3,300,000
Payment in Lieu of Taxes FY 1991	\$1,200,000
Fees and Permits for FY 1991	<u>\$1,700,000</u>
TOTAL DIRECT PAYMENTS TO CAMBRIDGE	\$6,200,000

III. Lesley College

A. Populations

1990 On-Campus Enrollment

There are 2312 students who study at Lesley College's Cambridge site.
Headcount Undergraduate and Graduate Students*

	1987	1988	1989	1990
On Campus (in Cambridge)	2117	2070	2335	2312
Off Campus (outside Cambridge)	2193	2393	2412	3188
Total	4310	4463	4747	5500

*Source:Lesley College Registrar

B. Educational Facilities

Data not available.

C. Taxable Land Owned

Data not available.

D. Housing

Of the 2312 students enrolled at the Cambridge campus, 470 live in dormitories on campus.

E. Employment

1991 Faculty and Staff Information

There are 359 faculty and staff members employed at Lesley College.

-115 are faculty members

-244 are staff members

Of the 359 employees, 48 live in Cambridge.

F. Payments to the City of Cambridge

Data not available.

IV. Massachusetts Institute of Technology

A. Populations

June 1991

	FY 1970	FY 1980	FY 1990
Employees	7600	7400	8100
Faculty	1000	900	1000
Undergraduates	4000	4500	4300
Graduate Students	3400	4100	4800

B. Educational Facilities

June 1991	FY 1970	FY 1980	FY 1990
Tax Exempt Land Owned (in acres)	127	136	140
Taxable Land Owned (in acres)	57	61	65

C. Taxable Land Owned

Summary Comparison (in acres)	1990 Data		
	Cambridge	MIT	MIT as %
Tax Exempt	2007	140	7%
Taxable	2006	65	3%
TOTAL LAND	4013	206	5%

D. Housing

Housing for Undergraduates

	Cambridge	MIT	MIT as %
Spaces	3100	3700	4000
Dorms	1800	2300	2600
Living Groups	1300	1400	1400
%Housed	78%	82%	93%

Housing (spaces)	for	Graduate	Students
On Campus	800	1200	1500
%Housed	24%	29%	31%

Appendix D

University Programs

The educational institutions of Cambridge provide a very wide range of services and resources to residents and other members of our community. This appendix will attempt to provide the reader with a clear and representative picture of the variety of these services and where to find additional information about them.

1. Written Information

Several of the educational institutions publish guidebooks that list the resources they make available to the community in some detail. These documents are typically available in the Information Center of the institution, or in the office of the contact person listed below in Section 2. In some cases they are also available by mail. A limited number of copies are available in the Mayor's Office. The following publications have come to the attention of the Committee:

- a. The Harvard University Community Report
February 1990
Office of the Vice President for Government, Community
and Public Affairs
- b. MIT Involvement in the Community
1991
President's Office of Government and Community Relations
- c. The Community Guide to Harvard
1990
Office of the Vice President for Government, Community
and Public Affairs
- d. MIT's Educational Outreach Program
1991
President's Office of Government and Community Relations
- e. Harvard University: Facts and Figures
1991
President and Fellows of Harvard College
- f. MIT Facts
1991
Office of Communications, Resource Department

- g. Housing
1990-1991
Harvard Real Estate, Inc.
Housing Office

- h. MIT -Growing Businesses for the Future
1989
Economic Department, Bank of Boston

- i. Special detailed Lists of Resources
November 1991
Lists provided to the Mayor's Office from which
this summary was substantially drawn
Available in the Mayor's Office

2. Contact Points

Many of the specific programs have their own contact person or office within the universities. The following general points of entry into the universities will provide a starting point for finding the resource that matches a need felt within the community.

Cambridge College

Sue Reitenbach
15 Mifflin Place
Cambridge, MA 02138
492-5108

Harvard University

Happy Green
Director of Community Relations for Cambridge
2 Garden Street
Cambridge, MA 02138
495-4955

Lesley College

Patricia Byrne
Assistant to the President
29 Everett Street
Cambridge, MA 02138
349-8511

Massachusetts Institute of Technology

President's Office of Government and Community Relations Rm 5-208
77 Massachusetts Avenue
Cambridge, MA 02138
253-1988

3. THE PROGRAMS

a. Joint University Programs

Education Collaboratives

Under the auspices of the Cambridge Partnership for Public Education, the educational institutions of Cambridge will form education collaboratives whose purpose is to implement educational initiatives for a wide spectrum of Cambridge residents through appropriate use of the institutions' resources. The universities will work in conjunction with the Cambridge Partnership for Public Education, the School Department and the City to identify and help prioritize educational programs that will provide additional opportunities for Cambridge residents. Targeted for a broad range of Cambridge residents, the initiatives will include programs for residents in and out of school and for residents who are seeking higher education as well as for those who are not. An example of such an initiative is a training program to develop employment opportunities for the bio-tech industry recently targeted as a priority by the Cambridge Development Department.

Proposed Cambridge Technician Program

The Cambridge Community Development Department has demonstrated through its research that the biotechnology and biohealth fields can provide new employment opportunities in Cambridge. However, the research shows that few Cambridge residents are equipped with the technical background needed to enter these growing employment areas.

As a result, the City of Cambridge, Cambridge educational institutions, and representatives of the biotechnology field are interested in working together to establish a training program to help prepare individuals to work as technicians in the biotechnology and biohealth fields. They would like to explore ways in which they can combine their educational and technical resources to enhance the mathematical and scientific literacy of individuals who may be seeking technical jobs in the biotechnology and biohealth fields.

The formation of a partnership to develop a technical training program could represent a great opportunity for the universities and the city to jointly provide tangible and productive benefits for both residents and businesses.

At this time, MIT and Harvard have agreed to serve on a Steering Committee with others to help develop the mechanics of the proposed program.

b. Fellowships for Cambridge public school teachers and administrators

Both Lesley College and Harvard maintain fellowship programs for public school teachers. Some of these are for excellent teachers of any subject matter while others focus on special fields such as mathematics and science, religion or physics.

c. Training and support for city staff

Cambridge College provides training for new managers within city government in Cambridge through a HUD grant, while Harvard supports both a Principal's Center and a Teacher's Network to foster professional development within the public schools. Harvard also provides scholarships for local public officials to study management and administration.

d. Fellowships for local citizens

Harvard provides scholarships and reduced tuition courses for community service agency staff, literacy center volunteers, ministers and retired persons, among others.

e. Scholarships for public high school students

Lesley College, Harvard University and MIT all have scholarship programs specifically oriented to students from the Cambridge public school system. These include programs such as the Say Yes to Education program at Lesley that guarantees college tuition as well as support services during elementary and high school to an entire class of students currently in third grade, general scholarships for Cambridge Rindge and Latin School (CRLS) graduates, and dedicated scholarship programs for minority graduates of CRLS. Harvard also provides scholarships that allow students to supplement their education with college level courses during their high school careers.

f. Special programs within the public schools

All four educational institutions conduct special programs within Cambridge's public schools MIT has developed approximately fifty educational programs, ranging from artificial intelligence to theater arts, which have a direct impact on Cambridge public school students. Some of the programs are targeted to improving an overall curriculum in a certain field (such as science); others aim at helping teachers develop their skills; and still others are focusing on assisting individual students raise their achievement level. MIT faculty members, staff, and Students are all involved in developing and delivering these programs. Other institutions conduct similar sets of activities. Cambridge College places closely supervised counseling psychology students in the schools for their practicums. Lesley has focused on science and literacy and on student-teacher placements in Cambridge for professional development purposes. Harvard has sponsored programs for attracting a broad range of people to the teaching professions, for research and development regarding successful curriculum and for bringing students into contact with university resources. Even this substantial listing is only suggestive of the full range of programs sponsored in this area.

g. Introduction to the universities for local students

Harvard hosts programs that introduce Cambridge public school students to the university and help them understand what might be involved in attending college there.

h. Summer programs

Cambridge College, Harvard and MIT all participate in the Summer Youth Employment Program of the city , and Lesley, Harvard and MIT sponsor various camping and educational programs for Cambridge's youth during the summer .

i. Provision of technical assistance

In addition to the educational technical assistance which all four universities provide (as indicated above), many faculty. staff and students also offer help to the community in other fields. People associated with MIT specialize in providing technical, scientific and management services to various groups in the community. Last year 49 such groups were served, ranging from the Department of Public Works to the Mount Auburn Hospital to the Margaret Fuller House.

Harvard personnel offer services in fields as diverse as air quality analysis, career counseling, rent control and fundraising. The Harvard Law School is particularly active in providing legal services to a wide variety of groups including low-income persons, battered women and persons with AIDS.

j. Fundraising

Both Harvard and MIT conduct major fundraising efforts within the institutions each year. MIT's Community Service Fund made grants to 12 Cambridge neighborhood projects last year. Harvard raised \$538,000 in a similar effort. Numerous additional special purpose fundraising drives occur each year, with proceeds going to specific local groups or programs.

k. Volunteer efforts

Students, faculty and staff from all of the educational institutions volunteer in large numbers to serve Cambridge. Lesley students are active in the tutoring field. MIT's Public Service Center coordinated the efforts of over 750 students last year in a wide range of activities. Harvard's Public Service Fund and Philip Brooks House provided over 1500 volunteers for various groups and programs during the same time period. Students and other university connected people serve as coaches, teachers, "big siblings", homeless shelter staff, construction workers and social service providers among many other assignments.

l. Housing development and management

MIT has been particularly active in this area, building 1200 apartments for low income elderly residents in the '70s which it turned over to the Cambridge Housing Authority (CHA) and more recently facilitating the development of 400 units of mixed income housing of which 150 will be for low and moderate income families. Harvard supported the development of 94 units of elderly housing which it leases to the CHA and has worked recently to make another 80 units available for low and moderate income residents. Both MIT and Harvard have aided numerous programs for the homeless through cash contributions, the efforts of volunteers, the provision of space and the supplying of food.

m. Construction of public facilities

In addition to the housing noted above, Harvard has constructed a new branch library which it leases to the city for \$1 per year .

n. Library collaboration

The MIT Library System works with the Cambridge Public Libraries in several collaborative efforts, including direct support for the "Family Story Hour" on the MIT' radio station. Harvard grants library privileges to Cambridge public officials and school teachers.

o. Use of facilities

Lesley College routinely makes space available in its auditorium for activities of the Agassiz community .The same is true for its library and its tennis court. MIT provided resources such as athletic facilities and various rooms and buildings to 46 different groups last year. These ranged from the Greater Boston Special Olympics to the

Black Achiever College Fair, to the Cambridge Public Rowing Program. Harvard provides computer time, theater space, museum admission and evenings at the observatory in addition to libraries, athletic facilities and general meeting space, to a similarly wide range of groups and individuals.

p. Donation of equipment

MIT routinely donates unused or surplus furniture and equipment to nonprofit Cambridge groups through its Property Control Office.

q. Participation in public service committee

Through their participation in such groups as the Cambridge Partnership for Public Education, the Kid's Council, the Citywide youth Employment Office-Business Advisory Council and the Mayor's Committee on University-Community Relations, all of the educational institutions in Cambridge contribute to the strengthening of our community.