

*Maine Univ. of
Center for Urban
and Regional Affairs*
October 19, 1966
w/s/m

MEMORANDUM TO THE FILES:

The Board of Regents at its meeting on September 16,
1966, took the following action:

The President introduced Associate Vice President Donald K. Smith; Professor Warren Cheston, School of Physics and Astronomy; and Mayor Arthur Naftalin of the City of Minneapolis, who presented a report on the need to establish a Center for Urban and Regional Affairs.

Voted, on the recommendation of the President, to authorize the appropriate administrative officers to continue the development of plans leading to the establishment of a Center for Urban and Regional Affairs as a part of the University.


Secretary

L. R. Lunden/ra

cc: President O. Meredith Wilson

UNIVERSITY OF MINNESOTA
Minneapolis, Minnesota

September 1, 1966

To: Members of the Board of Regents

From: William G. Shepherd, Vice President, Academic Administration

Subject: A recommendation for the establishment of new University graduate programs in Urban Planning and for the establishment of a new University Center for Urban and Regional Affairs

The attached report of a presidential committee chaired by Professor Warren Cheston includes two major recommendations. The first is for the establishment of graduate degree programs in Urban Planning. This recommendation suggests that one such program, emphasizing physical planning and the contributions of technology to urban planning be undertaken promptly under the leadership of the School of Architecture of the Institute of Technology. The recommendation also suggests that a second program be developed in the Division of Social Sciences of the College of Liberal Arts and be launched when an adequate curriculum and staff is available. This second program would emphasize the contributions of social scientists to programs of urban planning, renewal, and administration. It is assumed that each program would draw on the instructional resources of the alternative program, and that a formal review of the status of the programs would be made after a period of five years.

The second recommendation of the Cheston Committee is for the establishment of a University Center for Urban and Regional Affairs headed by a Director reporting to the Office of the Academic Vice President, and charged with coordinating and initiating research aimed at increasing understanding of urban problems, including not only the problems of planning, but the pressing social problems of poverty, crime and delinquency, race relations, and social welfare associated with but not limited to urban areas. The Center would serve as a major resource to the state by gathering and disseminating research information on social problems, and by identifying and making known to interested groups the persons at the University and elsewhere in the state able to give counsel on the management of social problems. The Center would also serve as a control point for deciding the kinds of experimental action programs in which the University or University personnel could properly become involved, and the kind of contribution they might most wisely make to such programs.

The recommendations of the Cheston Committee were developed on the basis of three other committee reports reaching the President's Office in the fall of 1965. At that time, a presidential ad hoc committee chaired by Professor David Cooperman reported on a year-long study of the role of the University in relation to social welfare problems. The Cooperman Committee recommended the creation of a new University Center to coordinate research and action programs involving the University in various social welfare problems such as poverty, the education of the disadvantaged, race relations, Indian education, crime and delinquency, etc. At the same time that the Cooperman Committee reported, a committee of the Graduate School, chaired by Professor John Borchert, reported its recommendation that a graduate degree program in Urban and Regional Planning be established at the University in the School of Architecture. However, this report included a strong minority

recommendation that the degree program be located in the Division of Social Sciences of CLA. Shortly after the arrival of the Borchert Committee report, a report was filed by an ad hoc faculty committee of the Division of Social Sciences of CLA recommending the possible creation within that division of a School for Urban and Regional Affairs, to include not only degree programs in planning, but also a center for research dealing broadly with urban and regional problems, including problems of social welfare. The obvious overlapping concerns of the three committee reports led to the decision to appoint the Cheston Committee. This Committee was asked to use the reports of the Cooperman Committee, the Borchert Committee, and the ad hoc committee from the Division of Social Sciences as resource documents, and to provide its own study and analysis of how the University might best move in response to widespread demand, both within the University and in the community served by the University, that the University serve more directly and vigorously the critical problems of planning and social policy faced by our rapidly changing society.

We believe that the recommendations of the Cheston Committee provide a thoughtful basis for action by the University. If its recommendations are carried out, we believe that the University will be better able to serve the state of Minnesota, by providing the education for those who can give leadership in the area of urban and regional planning, by providing new research and making more available the product of past research which is relevant to the problems of planning and social welfare faced by our society, and by providing a means of bringing the University's resources to bear in ways best suited to the work and strength of a University rather than dissipating those resources in a multitude of tasks which might better be carried out by other agencies of the state.

May 1966

REPORT OF THE
AD HOC COMMITTEE ON URBAN
AND REGIONAL AFFAIRS

Warren Cheston, (Professor of Physics) Chairman
Francis Boddy, (Professor of Economics)
John Borchert, (Professor of Geography)
Roy Francis, (Professor of Sociology)
Walter Vivrett, (Professor of Architecture)
*Raymond Vlasin, (Professor of Agricultural Economics)

(*The original committee was appointed on 27 December 1965;
Professor Vlasin joined the committee on 23 February 1966)

I. Introduction

In a memorandum of December 27, 1965 from W. G. Shepherd, Vice-President for Academic Administration, an ad hoc committee was established to "...consider the University's organizational approach to the problems of instruction and research in urban and regional planning..." Since the first of the year 1966, this ad hoc committee (referred to in what follows as simply "the committee") has met at approximately weekly intervals. From the outset, the committee had been cognizant of the reports of the recent faculty committees which have concerned themselves with the various facets of urban and regional affairs. Therefore, it was not necessary for the committee to enter into a protracted debate over whether or not the university should interest itself in urban and regional affairs but rather to focus its attention on the organizational structure that should be created to allow a major state university located in a major metropolitan area to most efficiently and effectively concern itself with the challenges provided by the urban and regional communities of the latter half of the twentieth century.

The committee is indebted to those of the university faculty who shared with it their views concerning a university's role in urban and regional affairs. In some cases, their views have been transmitted to it in the form of formal documents; in general, however, the committee has been made aware of faculty views through

informal conversations by faculty members with one or more members of the committee. There has also been a number of unsolicited extra-university contacts but the committee has made no attempt to solicit a consensus from this "outside" community.

This report, therefore, concentrates on "...the University's organizational approach to the problems of instruction and research in urban and regional planning..." and is incomplete in that it does not attempt to define in detail the methods by which the goals of this instruction and research might be attained. The committee feels that those with the operational responsibilities in the various programs to be recommended should be the ones responsible for the development of the detailed methods by which the university might attain the goals inherent in involvement with the problems of the urban and regional communities. As a consequence, the organizational structures recommended initially are modest and are to be considered the seedlings from which the mature organizations might ultimately develop.

II. Instruction - Degree Programs

The committee has concluded that the case for the inception of graduate degree programs in urban and regional planning has been conclusively established by the various faculty groups which have studied this problem, the most recent of which has been the Graduate

School ad hoc committee chaired by Professor John Borchert. Although there is no dearth of courses being presently offered at the University which concern themselves with various aspects of regional and urban planning, instruction in this area lacks focus and integration. In addition, a significant number of course offerings necessary for education and training in regional and urban planning are not presently available. Consequently, the committee recommends that several steps be taken to establish degree programs in urban and regional planning.

By the very nature of the area of the studies, the content of a graduate program in urban and regional planning must be multi-disciplinary. However, it is also true that any graduate student's program in urban and regional planning must be firmly based in one discipline even though the nature of its content is multi-disciplinary. This suggests that there can be more than one path to a graduate degree in urban and regional planning. In formulating its recommendations the committee has taken cognizance of this multiplicity of paths to an urban planning degree and has been careful not to make suggestions for the sake of administrative convenience which would create artificial roadblocks in the way of the development of degree programs.

There appears to be no need at this time for the establishment of degrees in urban and regional planning other than professional

degrees at the master's level. The rules of the Graduate School are sufficiently flexible to allow a student to compile a multi-disciplinary master's program in urban and regional affairs while registered in one of the conventional academic departments. There is no inherent contradiction between such a multi-disciplinary program with normal Graduate School course requirements and a professional degree program in planning.

The School of Architecture of the Institute of Technology and the Social Science Division of the College of Liberal Arts have indicated desires to establish professional degree programs in urban planning. The establishment of an urban planning program by the School of Architecture has been recommended by the Borchert Committee and approved by the Executive Committee of the Graduate School. This professional degree program tentatively proposed by the School of Architecture would include among its requirements approximately 90 credits of graduate work plus an approved program of practical experience. In addition to a variety of background coursework, the program would include: substantive coursework in theory and methodology of planning, planning research, plan making, and implementation and operation of comprehensive planning. Although courses presently available in architecture, geography, political science, and law are included in the program and other courses in other instructional units might be included in addition, many of the courses in the proposed program do not presently exist; to

implement this program, it would be necessary for the School of Architecture to augment its competence in the field of urban planning.

The committee recommends that the University give a priori approval for the establishment of a professional degree program at the master's level entitled "Urban Planning: Technology" delaying implementation of this approval until the School of Architecture is able to present through the Graduate School a detailed instructional program. The committee hopes that the Head of the School of Architecture and the Dean of the Institute of Technology will adjust their staffing priorities to make the inception of this professional degree program in urban planning a reality within the near future.

Other instructional units, particularly within the social science division of the College of Liberal Arts, have indicated their interest in a graduate degree program which concerns itself with the theory and practice of planning. This degree program would contain a number of courses already appearing in the program proposed in Architecture. While stressing the social science aspect of planning, in a manner analagous to the planning program in Architecture the program would include a group of courses in the various disciplines normally utilized in planning research, plan development, and implementation. The committee would not wish its recommendation with respect to the urban planning program in Architecture to prevent or impede the construction of such a program

in the near future and its implementation through the Graduate School. As is also the case in Architecture, to implement the degree program in urban planning with emphasis in the social science area would necessitate the augmentation in the departments concerned of competence in the field of planning. The committee recommends that the interested departments in CLA be encouraged to develop a degree program in planning leading to a professional degree at the master's level and that approval of the program would follow normal procedures in the Graduate School. The committee suggests the name "Urban Planning: Social Science" be assigned to the program.

The committee realizes that this pluralistic approach it has recommended leading to the possible existence of two professional graduate degree programs in urban planning is administratively untidy and in a certain sense duplicative. However, the committee feels that it would be unwise to deny the School of Architecture and the Social Science Departments of CLA the right to independently develop planning programs. Both programs will make modest future demands upon staffing and will flourish in any case only if the administrations of the two units involved are willing to set their staffing priorities with the aim of developing planning competence.

Each of the professional degree programs described above would be under the normal surveillance of the appropriate group committee of the Graduate School, the physical science committee in the one case and the social science committee in the other. It is assumed

that these group committees and the Executive Committee of the Graduate School would make certain that no excessive duplication of course offerings would develop between the programs and that the academic standards set for degree attainment in the programs were consonant. To facilitate coordination of the two degree programs in planning, the committee recommends that the Dean of the Graduate School take appropriate steps to establish a committee with limited term from the graduate faculty in urban planning. This coordination committee would report to the Graduate Dean at least once a year concerning developments in instructional programs in urban planning. The graduate faculty in urban planning and the coordination committee would insure that there is developed one coordinated core of planning courses which serves the two planning programs. This core of planning courses could serve for the possible development of programs in planning in other components of the University, for example, the Institute of Agriculture.

The committee does not feel that the establishment of a Department of Urban Planning is presently warranted irrespective of any suggested administrative location. However, it is recommended that a committee be appointed by the Vice-President for Academic Administration no later than 1970 to consider the staffing pattern that has developed and the degree programs in planning that have evolved in order to make some recommendation concerning

the establishment of a Department of Urban Planning. The committee does not share the fears that have been expressed that the future establishment of a Department of Urban Planning within a specific college would impede the development of instructional and research programs in planning within departments outside that college. Later in this report, the committee recommends the establishment of a Center for Urban and Regional Affairs. This Center provides the mechanism to insure that research in support of the planning programs will flourish throughout the University.

III. Center for Urban and Regional Affairs

A. Research and Service Programs

In the reports recently submitted to the university administration which concern themselves with university involvement in the challenges and problems of the urban community, (reports of the Borchert Committee, the CLA Committee of the Social Sciences on Urban Planning, and the Ad Hoc Committee on the University's Role in Social Problems chaired by Professor David Cooperman) much emphasis has been placed upon the need for an identifiable center which would be involved in research in urban and regional affairs and in service to the local urban community. The Cooperman Committee which in May 1964 was charged by President Wilson to study the university involvement in "...the broad area of social policy..." has recommended the establishment of a Community Programs Center.

The Cooperman report states that "...the University of Minnesota should more directly establish the administrative facilities and should more systematically seek the resources to aid in the resolution of social problems through increased research, action, and training programs..." The nature of this specific charge to the Cooperman Committee has caused their recommendations to be limited to "...the broad areas of social policy..." and the Cooperman Committee did not concern themselves with many other important aspects of the urban community.

The committee, however, has chosen to interpret its own charge "...to consider the university's organization approach to the problems of instruction and research in urban and regional planning..." in a broader context than that encompassed by the phrase "social policy". The committee believes that the University should create an identifiable administrative unit which concerns itself with all aspects of the urban community and equivalent regional units rather than the social aspects to which the Cooperman Committee addressed itself. The problems now facing urban communities, in addition to those in the social sphere, range widely over such diverse topics as transportation, environmental pollution, economic development, land use, and a host of others to which a state university can and should address itself.

Many individuals on the university faculty are now involved in research and service programs which concern themselves with the urban community. In addition, there exists a number of units of the

university whose major effort is in this area; among these are the Training Center for Community Programs, the Committee of American Indian Affairs, the Upper Midwest Research and Development Council, the Water Resources Research Center, etc. As new interests have evolved in the University for involvement in urban and regional problems, ad hoc machinery has been developed to facilitate this involvement. However, there is no strong focal point for this diverse activity nor is there an individual or group of individuals whose primary administrative concern is the University's involvement with the urban community.

Consequently, the committee recommends that the university establish a Center for Urban and Regional Affairs with an administrative head whose title is Director. Since the Director will have responsibilities which span many colleges of the university and will be in charge of programs which will have a major impact on the university and the urban community and since a major part of the center's program will involve research carried on by members of the university faculty, it is recommended that the Director of the Center be accorded a high enough position in the administrative hierarchy to enable him to carry out his responsibilities. The committee has considered possible administrative locations for the Center and has concluded that since the Center's programs will involve faculty from many administrative units and since the Center's

activities will be of the kind normally thought of as legitimate academic concerns of the faculty, the Center's proper administrative home is the office of the Academic Vice-President.

It is further recommended that an Advisory Committee to the Center be appointed by the Vice-President for Academic Administration. This Advisory Committee should consist of members of the faculty of all those units of the University which have an interest in the operations of the Center. It should meet at least once a year. As its name suggests, the committee's function would be solely advisory. It is expected that the director will find this Advisory Committee valuable in soliciting the support of the faculty in the endeavors of the Center. In addition, to facilitate the ongoing activities of the Center, an Executive Committee to the Center should be appointed. This Executive Committee should consist in no more than six members of the University faculty, and its membership should be drawn from the Advisory Committee. The Executive Committee would meet at the discretion of the director who would be chairman, ex officio, of the committee.

B. Functions of the Center

One of the first tasks of the Director would be the establishment of an information center which concerns itself with the University's involvement in programs of teaching, research, and service relating to the urban and regional community. The information

to be assembled would include an inventory of relevant faculty research, an inventory of local and state organizations with which the University might conceivably mount joint programs, an inventory of current Federal programs and programs of private foundations to which the University might turn for support of its activities in the urban sphere. Although the Graduate School presently maintains a general inventory of faculty research interests, the Center's inventory would be significantly more detailed because of its specific focus.

Such an information center would serve a variety of purposes: it would enable the Director to understand the competence and interest of the University faculty in urban affairs, it would enable the Director to direct outside organizations which contact the Center for aid and advice in the mounting of service and action programs and cooperative research ventures to appropriate university faculty and college units, it would enable the Director to keep the University faculty informed of the rapidly changing and expanding programs in urban affairs of the various Federal agencies, etc. Only with an information center of this type would the Director be able to carry out the primary tasks of the Center for Urban and Regional Affairs.

One of these primary tasks would be the coordination of University research activity in the urban sphere. Although the

Director would not exert control over the research activities of the University faculty, he should be able to facilitate the development of new research programs of the faculty particularly when these programs involve cooperation among members of different departments and colleges. The Director should be empowered to develop and implement research programs of the Center utilizing his own temporary staff and/or enlisting the voluntary services of regular members of the University faculty. The committee recognizes the need for the Center to develop such programs of its own. Such "in-house" or "core" programs would encourage and facilitate the cooperation and involvement of the academic faculty in multi-disciplinary research in urban and regional affairs without violating the integrity of programs already existing in the various units of the University. The committee also recognizes that the Center's research activities should not be too closely identified with the metropolitan area of the Twin Cities. The University should be involved not only in research directed at problems of the Minnesota urban areas but also it should be concerned with urban problems in a much broader and more general context. As the University's research programs in science are primarily concerned with the general advancement of scientific knowledge and its universal application

so the major research tasks in the urban sphere should be oriented towards the basic problems facing every major urban and regional community.

Another primary concern of the Center would be service and action programs with the community outside the University for which the normal channels of operation are the university extension units. Undoubtedly, many of these programs would be of the kind envisaged by the Cooperman Committee, and the specific recommendations of the Cooperman Committee with respect to service and action programs could be carried out through the extension divisions using the Center for Urban and Regional Affairs as a resource. Through the research and teaching programs in which the Center will be involved, a coordinated competence will be developed to which the extension units may wish to turn for aid in their service programs. In addition to being a faculty resource, the Center should be a valuable physical resource to the extension units by virtue of its function as an information center as recommended earlier in this report. Many of the research programs in which the Center may be involved in its role as a coordinating and implementing agency will involve not only regular academic departments but also the extension units. The committee recommends that the precise interaction between the Center and the extension divisions be developed through consultation.

of the Director with the heads of the University's extension divisions. It is assumed that the Director will take cognizance of the competence inherent in the extension staff in administering service and action programs in the same manner as he takes cognizance of the competence of the staff of the academic departments in carrying on research programs of interest to the Center for Urban and Regional Affairs.

The committee realizes that there is a number of organizations and units within the University which have been created in the past to answer pressing needs; these could have been associated with the recommended Center if it had then existed. However, the committee does not recommend that these organizations and units now be made part of the Center before the Center has had an opportunity through its own programs to create an identity for itself. There are several smaller units, specifically the Training Center for Community Programs and the Committee of American Indian Affairs, which might be associated with the Center for Urban and Regional Affairs immediately after its inception. The decisions regarding the location of these units and other possible involvement by the Center in service functions depend on the resolution of discussions concerning the organization of University extension activities. The committee cautions that full faculty support of the Center is predicated on its existence primarily as a multi-disciplinary research organization rather than as an administrative home for a multiplicity of service and action programs.

C. Staffing of the Center

Although the committee feels that the future University involvement in urban and regional affairs could ultimately demand a Center of considerable dimension, it recommends that the University's permanent financial commitment to the Center be modest. The University should take immediate steps to secure a Director and provide him with the necessary clerical and budgetary assistance to: 1) establish the information center referred to above; 2) with the aid of an Executive Committee, to seek outside support for the operations of the Center. The committee feels that there is sufficient competence on the University faculty from which to select a Director and recommends that the search for the Director should be confined initially to the Minnesota faculty. If it is determined desirable by the Vice-President for Academic Administration to recruit someone who is not already a member of the University faculty for the position of Director, an Executive Committee of the Center should be appointed immediately and the chairman of the Executive Committee, ex officio, should be the Acting Director to carry out the above indicated tasks.

Since one major component of the Center's activity will be participation in the service and action programs of the University, it is recommended that a member of the Center's staff be designated by the Vice-President for Academic Administration after consultation

with the Director as coordinator for the Center's participation in these service and action programs. The coordinator would act in a liaison capacity between the staff of the Center and the extension divisions responsible for these programs. Existence of such a coordinator would relieve the Director of the day by day administration of the Center's involvement in service and action programs and allow proper administrative attention to be paid to the research function of the Center.

The Director of the Center should be a member of the staff of a regular academic department although the amount of his time available for routine teaching duties will be severely limited. The Director should not have tenure in or by virtue of his position in the Center; however, since he will be a regular member of the faculty, his tenure would be granted by virtue of his position on the faculty.

Although it is expected that the Center will generate sufficient funds to enable it to support the staff necessary to carry out its programs, these funds should be used only to employ secretarial help, technical assistants at the level of Research Associate and lower, visiting academic personnel at any level. Any regular faculty appointed by the University to aid the Center in its programs should be located in academic departments. It is expected that the Director will use funds generated for the Center to aid the regular

academic departments in hiring personnel with research interests in urban and regional affairs but such subsidizing of academic departments should only be carried out with the full approval of the department chairman and the academic dean involved.

Any courses offered by the Center's staff should be carried out either as part of an extension program or a regular academic program by virtue of a particular staff member's association with an academic department. Any graduate students employed as research assistants in the Center should be graduate students enrolled in one of the academic departments under normal Graduate School rules.

D. Funding of the Center

The ultimate scale of operations envisaged by the committee for the Center will require substantial funding. The wide-spread interest in urban and regional affairs exhibited by Federal agencies, private foundations, state and local groups, etc. indicates that there will be adequate sources of funding outside the University. However, it is recommended that the University take steps to make the following commitments initially for the operation of the Center:

- a) twelve-month salary of the Director (a fraction of this should be located in the budget of a regular department during the nine-month academic year);

- b) partial support for the salary of the coordinator of the Center's involvement with the extension units;
- c) several secretarial assistants;
- d) a small operating budget to enable the Center to be established and to carry it through the initial months during which funding is solicited from outside sources.

There are many pressing needs within the University for funds and, since a Center for Urban and Regional Affairs can be expected to attract funding from outside the University with ease, it is recommended that the University's permanent financial commitment to the Center be small. Since some of the Center's activity will be aimed at off-campus groups and situations by fostering service programs through the extension divisions and multi-disciplinary research programs, the University should seek support from such activity primarily from sources other than legislative appropriation although the committee feels that the financial commitment indicated above should be identified in the biennium request to the State Legislature since it would represent a significant contribution of the University to service and scholarship.

Concluding Remarks

As stated in the introduction to this report, the committee has not attempted to define a detailed program for the recommended Center. Urban and Regional Affairs span a wide variety of topics

and it is obvious that no single Center can possibly address itself to all such topics. In consultation with the Center's Advisory and Executive Committee, it is assumed that the Director will be able to delimit the areas of concern of the Center. The committee recommends the following guideline for this delimitation: the Center should be primarily concerned with the advancement and application of knowledge to the more universal problems of urban and equivalent regional areas. The programs of the Center should enrich the educational experience of the students and the professional experience of the faculty of the University. While realizing that the University can and must be of assistance to the Community of which it is a part whenever it is appropriate to do so under the guideline stated above, the committee urges that the Director and the staff of the recommended Center for Urban and Regional Affairs be constantly aware that many urban and regional problems are of universal nature.