

CHAPTER IX. TOWN & GOWN ELEMENT

A. OVERVIEW

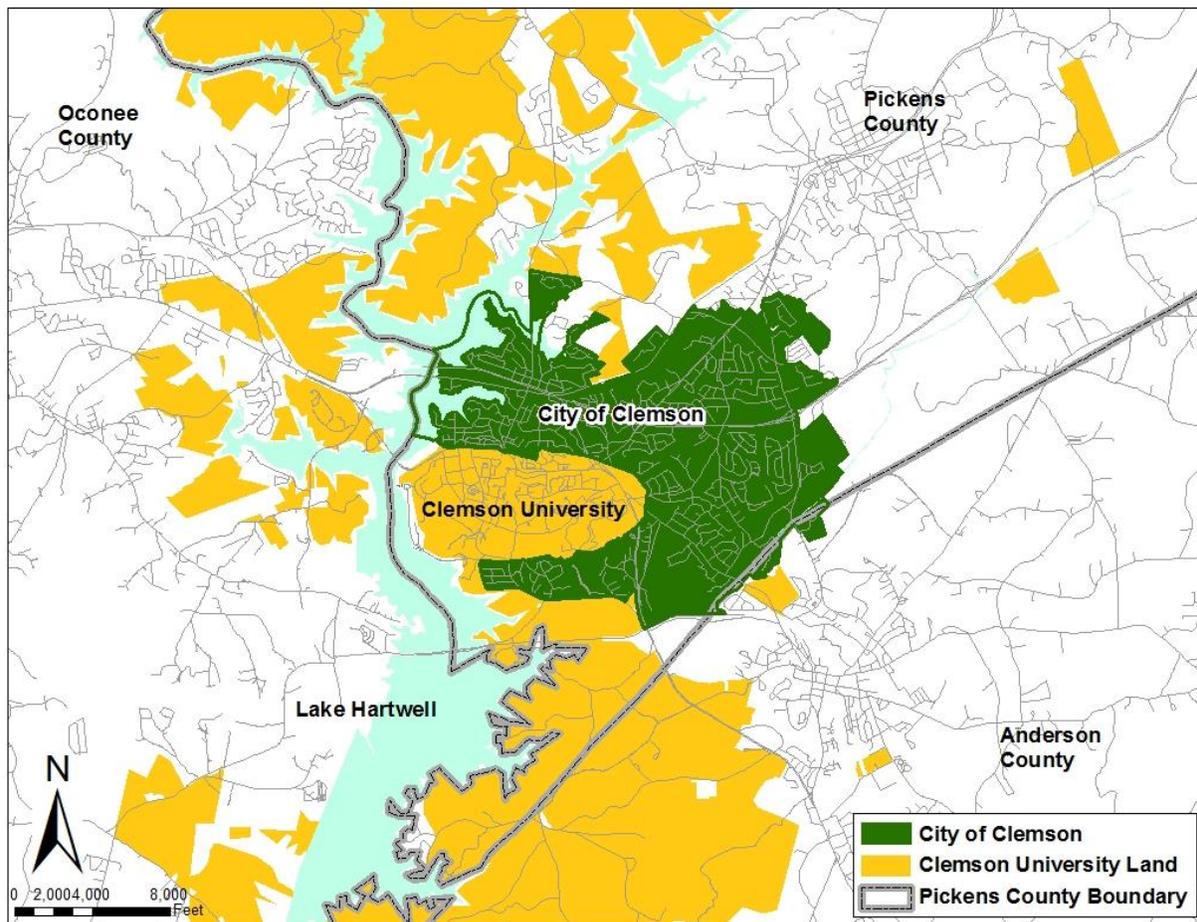
Communities that have an institution of higher education can be very special places. These communities, often referred to as “the town,” are presented with tremendous opportunities with the influx of young people each fall to begin or resume studies at colleges and universities, referred to as “the gown.” The community calendar explodes and energy flows with the beginning of each semester. Town residents enjoy the arts and athletic venues associated with colleges and universities. A buzz of excitement and energy surrounds this unique relationship. In fact, the allure of retiring in an environment of academic growth is a growing attraction to many baby boomers. A community’s personality can be intertwined so tightly with the local college that in some cases it is difficult to determine where the college and town lines separate. This is very apparent in Clemson where a first-time visitor would be hard-challenged to indicate on a map where the University ends and the City of Clemson begins.

In addition to the benefits, towns that host institutions of higher learning tend to have unique challenges. An influx of college students in neighborhoods and downtown areas presents issues associated with alcohol use, noise, traffic, housing, and parking. Often these challenges can grow into conflict and special remediation techniques are required to alleviate stress in the relationships between students, local homeowners, city officials and higher education officials.

The Town and Gown Committee for the Comprehensive Plan has identified communication as the most critical standard of measurement of the Town/Gown relationship. Communication among students, university staff, permanent town residents, town leaders and local government needs to be ongoing and in-depth. Towns engaging in positive communication are those most successful in minimizing conflicts such as student misbehavior, erosion of single-family neighborhoods and the effects of campus expansion and development on local infrastructures. Of equal importance is communication with neighboring colleges and universities, whose students may also live in the town. Communicating with other nearby postsecondary institutions can help remedy many concerns and is important in keeping open and positive interactions at the university level.

Understanding the history and culture of the university, students, faculty and staff, as well as the city and its residents and staff, along with the physical aspects of the broader community the two comprise, are all important for an accurate analysis of the causes of conflict and to provide a basis for enduring solutions.

MAP IX-1. CLEMSON CITY AND CLEMSON UNIVERSITY LANDS



Source: City of Clemson Planning and Codes Administration, 2014.

B. JOINT CITY UNIVERSITY ADVISORY BOARD

Princeton Review has named the Clemson University and the City of Clemson the #1 town/gown relationship in the country for six consecutive years. The City and University are proud of this distinction and celebrate accordingly. Clemson has a strong Town/Gown committee that is called the Joint City University Advisory Board (JCUAB). The membership of this committee is made up of an equal number of City employees and key University representatives. Executive members of the University and the City serve along with police leadership, meeting monthly to proactively address issues that may arise.

The JCUAB is an important programming agent that develops events to bring the City and University together. For example, the annual Clemson Regatta invites more than 300 members of the community to meet the NCAA women's crew team and use the facilities to raise funds for local charities. In addition to the Clemson Regatta, other positive results of the Town and

Gown relationship between the City of Clemson and Clemson University include the public input collaboration related to the Douthit Hills project, which will add 1,750 bedrooms to the University but abuts a well-established Clemson neighborhood. The Clemson Area Transit (CAT) system is a successful joint venture between the University and the City and is an important asset to all members of the community. During football games the population of Clemson swells from 14,000 to 120,000, bringing substantial revenue into the community. There is a tremendous amount of coordination required between the City and University to make these game days safe and positive. The University and City share a fire and rescue service. Many members of the Clemson University faculty serve on boards, committees and commissions for the City, bringing their expertise to bear on civic matters. The City provides most of the mulch for the University grounds, which comes from recycled residential yard waste. This program, which reduces yard waste and enhances campus beautification efforts, along with all the other examples mentioned, highlight the healthy aspects of the current Town and Gown relationship between the City of Clemson and Clemson University.

The JCUAB is perhaps the most significant catalyst for fostering the Town and Gown relationship over the next decade. Many of the goals, objectives, and strategies proposed for the Comprehensive Plan already have a starting point in the JCUAB.

One significant outcome of the JCUAB was a Creative Inquiry project led by Jeff Martin (Director of the Madren Center at Clemson University) and Crossie Cox (Clemson City Council) along with a group of Park, Recreation, and Tourism Management (PRTM) students at Clemson. The results of this research (November 2013) provided tremendous support and direction to the development of the Town and Gown element of the Comprehensive Plan and, in addition to being excerpted in this report, “A Study of Town/Gown Relationships Enhancers/ Inhibitors for Success” can be found in the Planning and Codes Department in its entirety.

FIGURE IX-1. CLEMSON 2012 REGATTA WINNERS



Source: City of Clemson, 2014.

C. INTERNATIONAL TOWN-GOWN ASSOCIATION

In 2008 the Clemson Joint City-University Advisory Board, (JCUAB) officially formed the non-profit International Town-Gown Association. After two years of research, the JCUAB created this network of resources to assist civic leaders, university officials, faculty, neighborhood residents and students to collaborate on common services, programs, academic research and citizen issues. The ITGA's initial focus was on sharing examples of how colleges and communities are working together to collectively raise revenues and lower expenses. Additional college town issue discussions include economic development, alcohol use, planning and housing, health and safety, and other common issues. The ITGA has initiated a web site at www.town-gown.net that describes these communication services and member benefits of the organization.

Former Clemson University President James F. Barker and City of Clemson Mayor Larry W. Abernathy acted as the Founding Organizers of the non-profit. They established the first Board of Directors for the International Town-Gown Association on September 15, 2008 and appointed the agency's first Executive Director. President Barker and Mayor Abernathy stated in a letter to prospective founding members, "We have affirmed a need to bring the leaders of colleges and universities together with community leaders to engage their staff, faculty, volunteers, citizens and students to work together in a more collaborative effort in addressing problems and creating opportunities specific to issues of college towns. Increasing operating

costs, shrinking budgets and higher living and educational demands from students and citizens make partnering for a common good more important now than ever.”

The University of Colorado-Boulder, the City of Boulder, CO and California Polytechnic State University became the first official Founding Partners for the ITGA. Today, ITGA membership includes close to 200 universities, colleges, towns, and cities across the US and Canada.

The International Town-Gown Association (ITGA) is a membership-based organization whose purpose is to be the College Town Resource Center serving as the primary information resource for common issues between institutions of higher learning and the cities in which they reside. In an environment of municipal spending and taxation limits, state budget cuts and concerns about rising tuition, cities and universities are seeking ways to share costs of services and programs and achieve greater economies of scale. As recognition of the benefits of positive town-gown relations grows, colleges and communities need a place to turn for contact information, program assistance, examples of successful partnerships and solutions to common problems. The assistance must be able to cross jurisdictional and professional lines. Stories must be told, and examples must be shared to show that successful partnerships and shared leadership between colleges and communities are possible and advantageous.

In 2014, the City of Clemson and Clemson University hosted the tenth annual conference at Clemson University’s Madren Center. The event, filled with informative presentations and many extracurricular activities, was well attended with more than 200 participants from Town-Gown institutions and cities from across the country.

**FIGURE IX-2. PRESIDENT CLEMENTS AND
MAYOR JC COOK, III**



Source: City of Clemson, 2014

FIGURE IX-3. ITGA CONFERENCE ATTENDEES CELEBRATING IN THE PRESIDENT'S BOX AT HOWARD MEMORIAL STADIUM



Source: City of Clemson, 2014

D. CITY OF CLEMSON AND CLEMSON UNIVERSITY PARTNERSHIPS

Outside of the formal JCUAB and ITGA relationships, the City and Clemson University work together on a daily basis to provide essential services to City residents and students on campus. The City has a partnership with Clemson University to provide fire, emergency medical services, and public transportation to the community. The City provides fire trucks and contracts with the University for fire and medical service. This allows the City to save money and provides the University with additional funding for increased full-time staff. The City also partners with Clemson University to run Clemson Area Transit (CAT). Through a partnership program, CAT is able to leverage student transportation fees as a local match to obtain federal transportation funding.

The City of Clemson also contracts with Clemson University and the Town of Central to provide jail holding services at their 48 hour jail detention facility. The contract with the other entities offsets operational costs, while helping Central and the University avoid the costs of building and staffing a jail.

The City of Clemson partnered with Clemson University to upgrade portions of the Littlejohn Coliseum in 2008 and helped fund rehabilitation efforts at the South Carolina Botanical Gardens (SCBG) in 2013. The Littlejohn Coliseum upgrades included a new curtain system that allows for increased and a wider variety of events. The funds given to the SCBG helped restore large parts of the garden after a major flooding event. The City also provides the SCBG with mulch collected through the City's brush removal service at no cost to the University.

The partnership between the City and the University extends beyond programming and funding to include land leases and shared facilities for sporting and community events. The City leases land from the University for Old Stone Church Park for \$1 annually and offers Clemson University club-level sports teams use of various athletic facilities across the City.

For seven weekends each year the City, Clemson University, and other partners come together to manage the issues that arise when more than 100,000 visitors flood Death Valley and the Clemson area for Tiger football games. The emergency response personnel begin planning months in advance to coordinate emergency teams. These teams include City, University, and County police, fire, state troopers, sheriffs, and other emergency services staff, as well as the Federal Bureau of Investigation (FBI) and Homeland Security. These groups document all activities happening in Upstate South Carolina on every football weekend and monitor weather and wind patterns, evacuation routes, hospital capacities, air and train traffic, and any other factors that may influence the safety of event attendees.

FIGURE IX-4. HOWARD MEMORIAL STADIUM AND DEATH VALLEY



Source: City of Clemson, 2014.

Similar coordination of emergency personnel is required for other Town and Gown events throughout the year, including First Friday, an annual parade that draws thousands of people to Downtown Clemson and Bowman Field, and Welcome Back, where businesses open their doors and welcome students back after summer break.

FIGURE IX-5. CAT BUS ON LOCKDOWN DURING A FOOTBALL WEEKEND



Source: City of Clemson, 2014

E. SUMMARY FINDINGS

The existing relationship between the City of Clemson and Clemson University is a strong but evolving partnership in which both parties are striving to create a healthy and attractive environment for both students and residents. The City and the University are at the core two separate institutions and municipalities yet share a mutual goal of leveraging resources and working together as one. There are many opportunities that are enhanced by the proximity of Clemson University to the City. Conversely, there are unique challenges presented by having such a large percentage of the City population comprised of young and transient students. The partnerships forged through the shared commitment of working together and the continuous ranking as the nation's top Town-Gown relationship is proof that it is possible for each to fulfill their respective mission.

F. ISSUES AND TRENDS

The key finding of the Town and Gown Committee is that the current relationship between the City of Clemson and Clemson University is positive and mutually beneficial. In some ways, simply continuing what is already being done would be an appropriate course of action. The Committee did identify additional opportunities with specific recommendations for improving the Town/Gown relationship. The primary areas of need and opportunities are to:

1. Continue to build upon the existing Town/Gown relationship.

2. Increase communication, openness, and transparency between the City and University.
3. The City and University should partner to build projects that are bigger and better together than they would be separately.
4. Maintain open communications regarding transportation and work together to build the best transportation and parking network possible.

In addition to addressing some of the challenges presented by a university and town sharing space, it is important to explore maximizing some of the opportunities which such circumstances present. Developing a more coordinated calendar of events, establishing mentoring programs, and developing events which bring the students and residents together in a fun and interactive manner are all objectives for the decade ahead.

Due to a recent change in administration at the University there remains an element of uncertainty as the new President sets his course of action. The Mayor of Clemson is also relatively new. It will be critical to the continued success of the Town and Gown relationship that key stakeholders within the University and City stay diligent in fostering open communications and a strong sense of partnership.

The key issues and trends revolve around improving and maintaining a high degree of openness and transparency as the City and University collaboratively address the concerns of student and resident housing, parking, transit, and student/resident relations.

G. GOALS, OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION

Town & Gown Element Vision			
<p><i>“The complete and open sharing and exchange of information between The City of Clemson and Clemson University to allow decisions on planning proposals or projects to use City and/or University resources of man power, facilities, monies, and knowledge to the fullest potential and to continually increase the viability of the City and University growth along with the quality of life for residents, students, and University personnel.”</i></p>			
Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
Goal IX.1. Increase communication, openness, and transparency.			
Objective IX.1.1. Foster open communication, understanding, tolerance and support for students both academically and personally.			
<u>Strategy IX.1.1.1.</u> Establish a mentoring program for residents and students. Mentor students on being a good neighbor. Organize a “Get to know your neighbor” day during move-in week.	Clemson University (CU) City Rental Program Staff Rental Management Companies Area Realtors Public Safety Departments	Short term	
<u>Strategy IX.1.1.2.</u> Establish an Osher Lifelong Learning Institute-like program to teach residents and students skills that are not learned in a normal classroom setting	Clemson University City Rental Program Staff	Short term	
<u>Strategy IX.1.1.3.</u> Create student/resident dialogue forums. Explore opportunities with fraternities, sororities and other service organizations.	Clemson University City Rental Program Staff	Short term	
<u>Strategy IX.1.1.4.</u> Communicate with students and let them know they are needed and encouraged to be involved in the community. Have a City presence at the “Volunteer Fair.”	Planning and Codes Dept	Short term	
<u>Strategy IX.1.1.5.</u> Continue to look for opportunities to support and host events and festivals such as Spring Scene that can be attended by students, faculty, and residents.	Clemson University Various City Departments	Ongoing	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
Objective IX.1.2. Increase communication and transparency between Clemson University's various departments and City departments.			
<u>Strategy IX.1.2.1.</u> Identify key stakeholders and contact info for agencies/individuals. Have an ex-officio member of City staff on the CU Planning Board and vice-versa.	Planning and Codes Dept	Short term	
<u>Strategy IX.1.2.2.</u> Encourage transparency for enrollment and housing projections. Work to complete and regularly update the Town/Gown Data Spreadsheet.	Clemson University	Ongoing	
<u>Strategy IX.1.2.3.</u> Provide annual numbers of on-campus residents.	Clemson University	Ongoing	
<u>Strategy IX.1.2.4.</u> Inform the City of all plans to develop on-campus housing and other major projects in advance.	Clemson University	Ongoing	
<u>Strategy IX.1.2.5.</u> Should the University choose to increase undergraduate enrollment, consider maintaining the policy of freshman on-campus living and offer older students the opportunity to live on campus as well.	Clemson University	Ongoing	
<u>Strategy IX.1.2.6.</u> Have a member of the City Staff provide a brief presentation at quarterly CU Trustee meetings.	Clemson University City Administration	Short-term	
<u>Strategy IX.1.2.7.</u> Develop a City/University calendar that advertises major events.	Clemson University City Administration	Short-term	
Goal IX.2. Have the City and Clemson University partner to build projects together that are bigger and better than those which could be accomplished individually.			
Objective IX.2.1. Evaluate the opportunities for cost sharing, land sharing, and asset sharing and automatically incorporate these considerations into the planning process.			
<u>Strategy IX.2.1.1.</u> Establish a list of joint projects that have already been built or otherwise completed.	City Planning Department	Short-term	
<u>Strategy IX.2.1.2.</u> Establish and identify key stakeholders in each aspect of physical development projects.	Clemson University Planning and Codes Dept	Ongoing	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
Objective IX.2.2. Create channels of communication between various departments and agencies.			
<u>Strategy IX.2.2.1.</u> Regularly share project information at Joint City-University Advisory Board (JCUAB) meetings and other venues.	JCUAB	Ongoing	
Goal IX.3. Continue to promote and build the Clemson University-City of Clemson Town/Gown relationship.			
Objective V.3.1. Continue support of the excellent relationship between Clemson University and the City of Clemson.			
<u>Strategy IX.3.1.1.</u> Secure commitments from the Mayor and President of Clemson University for regular meetings.	Mayor President	Immediate	
<u>Strategy IX.3.1.2.</u> Encourage continued participation in the joint City/University exchange program and visit other universities/towns on an every-other year basis.	JCUAB	Ongoing	
Objective IX.3.2. Cultivate close working relationships between staff in City departments and University counterparts.			
<u>Strategy IX.3.2.1.</u> Establish list of similar departments of the City and Clemson University.	JCUAB Planning and Codes Dept	Short-term	
<u>Strategy IX.3.2.2.</u> Host bi-annual workshops for each department.	Identified Departments	Short-term	
Objective IX.3.3. Update residents and students on the status of the Town/Gown relationship.			
<u>Strategy IX.3.3.1.</u> Have a rotating writer (student, faculty, city staff, and residents) address issues relating to Town and Gown relationships in the <i>Community Connections</i> and <i>Clemson World</i> .	City Administration	Ongoing	
<u>Strategy IX.3.3.2.</u> Update the City and University websites to offer opportunities to residents and students to help build the Town/Gown relationship by working together.	JCUAB	Ongoing	
Objective IX.3.4. Include local business owners in the Town-Gown relationship.			
<u>Strategy IX.3.4.1.</u> Establish a business incubator program/model to increase entrepreneurial opportunities and internships for residents, faculty, and students alike.	Chamber of Commerce JCUAB	Long-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
Strategy IX.3.4.2. Utilize creative inquiry classes through Clemson University to help create business incubators with City, University, and local entrepreneurs.	JCUAB	Mid-term	
Strategy IX.3.4.3. As soon as possible, add a member of the City Chamber of Commerce or other business leader to the JCUAB.	JCUAB	Short-term	
Goal IX.4. Work together to provide open transportation communications and work together to form the best transportation network possible.			
Objective IX.4.1. Support the health and growth of the Clemson Area Transit Bus program.			
Strategy IX.4.1.1. Explore ways to increase student, faculty, and resident usage of Clemson Area Transit (CAT).	Clemson Area Transit City Administration Clemson University	Ongoing	
Strategy IX.4.1.2. Encourage alternate transit options for all new housing developments.	Planning and Codes Dept Clemson Area Transit	Ongoing	
Strategy IX.4.1.3. Require bus stops to be included for any development with 100+ students.	Planning and Codes Dept	Mid-term	
Strategy IX.4.1.4. Work with CU to locate routes and stops to encourage CAT ridership.	Clemson Area Transit Clemson University	Ongoing	
Strategy IX.4.1.5. Work with CU and other educational institutions to fund more buses. Explore additional funding sources.	Clemson Area Transit Clemson University	Long-term	
Objective IX.4.2. Provide adequate and appropriate parking.			
Strategy IX.4.2.1. Encourage CU to install parking lots and/or decks closer to campus.	Clemson University	Long-term	
Strategy IX.4.2.2. Explore establishing parking restrictions Downtown to encourage alternate transit modes.	City Administration	Short-term	
Objective IX.4.3. Promote a more complete and effective citywide bikeway system.			
Strategy IX.4.3.1. Work with CU to create a seamless bikeway network.	Clemson University Planning and Codes Dept	Ongoing	
Strategy IX.4.3.2. Work with CU to enforce biking rules on and off campus.	Campus Police City Police Dept	Ongoing	
Strategy IX.4.3.3. Work with CU to create bicycle wayfinding signs in the City and on campus.	Clemson University Public Works Dept	Mid-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
<u>Strategy IX.4.3.4.</u> Work with CU to establish safe bikeways near Sikes Hall and downtown.	Clemson University Public Works Dept	Mid-term	
<u>Strategy IX.4.3.5.</u> Continue to encourage on-bus bike racks and on and off campus bicycle parking facilities.	Clemson Area Transit Planning and Codes Dept	Ongoing	
<u>Strategy IX.4.3.6.</u> Support CU in their Bicycle Friendly University Quest.	Clemson University City Administration	Ongoing	

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