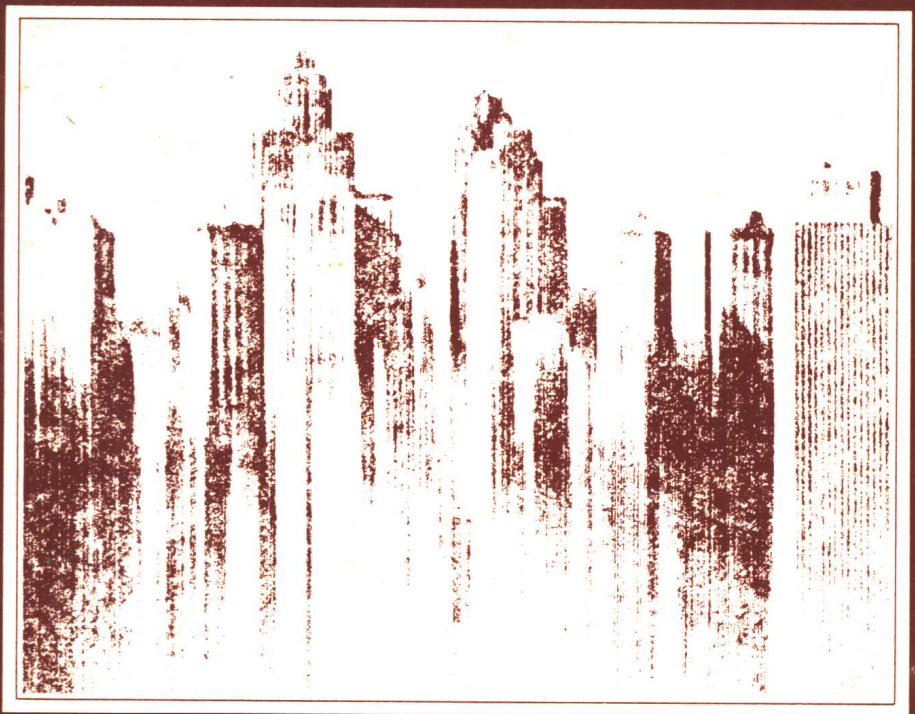
edited by ZANE L. MILLER
THOMAS H. JENKINS

The PLANNING PARTNERSHIP



PARTICIPANTS' VIEWS OF URBAN RENEWAL

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DEDICATION

The Community	*The University*	*The City*
The late Hon. James L. Rankin, Ohio State Representative	Dr. Hoke S. Greene, former Vice President for Research, University of Cincinnati	The late William Wichman, City Manager, Cincinnati, Ohio

The PLANNING PARTNERSHIP

Preface

This book did not have to be written. It is about an event familiar in our times, an urban renewal project in a slum neighborhood adjacent to a big city central business district, a common and frequently analyzed enterprise in American city planning practice and history. And while the contract for the project called for an academic institution, the University of Cincinnati, to provide social science and urban planning research as part of the project, the contract mentioned publications stemming from the project briefly and obliquely, in a phrase requiring the review of any such publications by the city of Cincinnati. As the planning process began, then, most participants viewed it in legal and short-range terms as yet another federally subsidized local project culminating in a plan to be approved as policy by city council, the step which presumably would terminate the active engagement of most participants with the project. The task seemed something to be done rather than a phenomenon for reflection, evaluation, and writing.

Yet, in the judgment of some participants, this project ought to be analyzed and written about. Fairly early in the planning process some of us convinced ourselves that the undertaking contained unique features and combined elements not ordinarily found together in one planning project: organized applied research involving several academic disciplines as well as planners; legally mandated citizen participation; a three-way planning partnership of community, city, and university; and efforts deliberately to establish a racially integrated inner-city neighborhood combined with an attempt to generate a community consensus in favor of such a plan. The work took

place, moreover, in the challenging atmosphere of racial and urban crisis during the late 1960s. And the more complicated and controversial the process became, the deeper grew the conviction of many of us that aspects of the experience should in some way be written about and shared with others. Hence, we have put together this book.

The concern of this book is not restricted to the specifics of a particular planning project, however. To be sure, we have tried to capture the substance of that experience. But in these pages a particular planning project is used as a vehicle to raise questions of a "larger" significance and more general interest. This view required us to adopt an approach that is special, but not unprecedented, in the literature of American city planning. For example, Herbert Gans's *Urban Villagers,* Martin Meyerson and Edward Banfield's *Politics, Planning and the Public Interest,* and Alan Altshuler's *The Planning Process* all represent relatively recent studies of particular planning projects in particular cities with an interest in the utility of the findings in illuminating generic patterns and processes and in generalizing to other similar situations. We expect that some readers may be able to use this book in those ways. And we have also tried to include passages, as do these other books, depicting the drama and conflicts inherent in the politics of planning but not often candidly expressed.

Yet this book, although a case study, differs from the other three. This one deals exclusively with the planning process, and not, as does Altshuler's, for instance, with implementation. This book, moreover, by presenting essays from a variety of participants rather than the considered judgment of one scholar or a set of coauthors, offers several analytic perspectives on a process that one might otherwise take as a single reality. Also, this book includes perspectives of citizen participants in the planning process, views infrequently preserved in print, as well as analyses by academics and professionals in the planning field. Finally, the editors, in the front material and in the introductions to each of the parts of this book, attempt to point to and explicate some assumptions as well as occasional issues of larger significance either muted or implicit in the essays themselves.

We have not, however, included essays by all or even most of the participants in the planning process, for it involved a very large number of people, many of them without literary pretensions of any kind. Instead, we asked several people with different roles in the project to reflect on their participation and prepare an essay explaining and evaluating the process from their perspective. Not all of those we asked responded, and therefore we have no

essays from a member of the city government or the university's central administration. But all who responded, either by submitting a manuscript or, as in one case, by submitting to a tape-recorded interview which we then transformed into an essay, are represented here. We should note, too, that as required by the contract for the project the manuscript for this book has been reviewed by Cincinnati's city government, which has consented to its publication but which has also requested us to state that *opinions in this book do not reflect those of the City of Cincinnati or any of its employees.*

As editors, we have, of course, accumulated a heavy debt of gratitude to those who helped make the book possible. We must first thank the authors who contributed essays, for they have been patient in anticipation of the appearance of their work and forbearing in the editorial liberties we have taken with it. We tried to hone their contributions to the format of this volume while preserving their meaning and tone, a process, we are sure, often frustrating for them but in which they nonetheless participated with grace.

We also want to acknowledge others at the University of Cincinnati who supported or assisted us in one way or another: Professor Edward R. Hoermann, Head of the Urban Planning Department at the time of the project, now Acting Associate Dean of the College of Design, Architecture, and Art (DAA), reviewed several early chapter drafts; Professor Jay Chatterjee, Assistant Director of the University's research and planning group and now Director of the School of Planning (DAA), helped us decide what kind of book to construct and prepared a draft of the Chronology; George Rieveschl, first as Vice President for Research and then as President of the University of Cincinnati Foundation, shared our understanding of the project's importance and urged us to do something about it in print; Professor Robert L. Carroll, Department of Sociology, who served through the project as Assistant Vice President for Research and Director of Social Science Research Institutes, has helped us in our understanding of the planning process and encouraged us in our publication efforts; W. Donald Heisel, Adjunct Professor of Political Science and Senior Research Associate, Institute for Governmental Research, whose summaries of the university social science and planning research team's reports proved useful to us in reconstructing project activities and assessing their significance; Alfred J. Tuchfarber, Associate Professor of Political Science and Director of the Institute for Policy Research, who provided word processing (typing); and Warren G. Bennis, President of the University when we conceived the idea for this book and started work

toward its fruition, whose commitment to the idea of the university as an institution both in and of the city helped sustain our determination to bring out this volume.

Several people outside the university also helped in important ways. Hubert Guest, a member of Cincinnati's city planning staff during the project and now Director of City Planning, not only helped us conduct the interview which produced Chapter 5 but also provided the tape-recording equipment and covered the cost of transcribing the tape. In addition, Peter Kory, the city's Director of Urban Development during the project, kept in touch with us after departing that job and discussed his *ex post facto* view of the process with one of the editors. And we want to thank Cincinnati's current City Manager, Sylvester Murray, who expedited the city's review of the manuscript, a review not requested by him, it should be noted, but required by the terms of the contract between the city and the university.

Finally, we would like to express our sincere gratitude to all those activist residents of Cincinnati's West End, to the representatives of "the community," as they defined it, and to the other citizens and public officials whose actions and rhetoric created the project and gave the planning process its form, pace, and tang, and determined its outcome. They made possible the city's decision to undertake the project and thereby provided us the opportunity to create this book. Without them, this volume would not exist.

—*Zane L. Miller*
Thomas H. Jenkins
Cincinnati, March 1982

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Introduction

This book is about how an innovative urban renewal planning process produced a particular plan for a neighborhood adjacent to a big city central business district. In 1968, the University of Cincinnati, the City of Cincinnati, and the West End Task Force, a body appointed by the city manager of Cincinnati in 1966 to assure citizen participation in planning and developing the West End, agreed jointly to plan the revitalization of a 117-acre inner-city slum known as Queensgate II.

Strictly speaking, the Queensgate II project was not the first time a three-way partnership involving a university, a city, and a community within a city had been established to revitalize an urban neighborhood. In the 1950s, for example, the University of Chicago played the central role in creating and supporting the South East Chicago Commission, which contracted with the city of Chicago and cooperated with the Hyde Park-Kenwood Community Conference to carry out an urban renewal project in Hyde Park-Kenwood, adjacent neighborhoods on Chicago's south side.[1] The similarity between this Chicago case and the Cincinnati experience is superficial, however.

First, the University of Chicago had a vital interest in the Hyde Park neighborhood. The bulk of the university's physical plant was located in Hyde Park and the institution owned a great deal of property there. Expansion of the university's physical plant was expected to take place there. Much of the university's faculty lived in Hyde Park-Kenwood and faculty children attended school there. By contrast, the University of Cincinnati was not

located in Queensgate II, it owned no property there, it had no plans for expansion in the area, and its faculty neither lived nor sent their children to school in that neighborhood.

Second, the Hyde Park-Kenwood neighborhood was predominantly white and middle-class in character and closely identified socially, culturally, and politically with the university. The population of Queensgate II, on the other hand, was overwhelmingly black and poor, and socially, culturally, and politically divorced from the university.

Third, though citizen participation constituted a feature of both projects, the relationships between community representatives and the university differed sharply. In Chicago, the joint participation of the Hyde Park-Kenwood Community Conference and the University of Chicago by way of the South East Chicago Commission emerged out of a series of confrontations and negotiations between the university and the community, and developed into a strained collaborative relationship. In Cincinnati there had been no direct contact or conflict between the Queensgate II community and the university, and after the establishment of the relationship community animosity centered on the city's Department of Urban Development and the City Manager, not on the university. In Cincinnati, moreover, citizen participation was not informal but consciously and explicitly provided in the contract between the City of Cincinnati and the University of Cincinnati, a contract which the West End Task Force had helped to devise and negotiate and which it had approved by a vote of its members.

The differences between the two projects do not end there. While the University of Cincinnati Planning Team had, in effect, a dual allegiance to both the City of Cincinnati and the West End Task Force, the planners in Chicago reported only to the South East Chicago Commission, which, as the university's surrogate, had contracted with the city of Chicago to develop a plan for Hyde Park-Kenwood. In addition, the Chicago planners were not part of the university, for they were nonuniversity planners hired on an ad hoc basis by the South East Chicago Commission and quartered for convenience on the University of Chicago campus in the building that housed the Department of Geography. In Cincinnati, however, all but two members of the university's planning team were regular members of the faculty, with teaching as well as research responsibilities associated with university faculty status.

In Cincinnati, then, the university, the city, and the community participated directly as partners in planning an urban renewal project, an arrange-