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**The Urban Housing Issues Symposium: Interdisciplinary Study in  
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## THE URBAN HOUSING ISSUES SYMPOSIUM: INTERDISCIPLINARY STUDY IN A CLINICAL SETTING

PETER W. SALSICH, JR.\*

As long as I have known Eileen Searls (since 1961), she has been an articulate proponent of the proposition that learning is enhanced by reflection. The good teacher enhances her teaching by reflective research that leads her to pursue questions raised in the classroom. The good student enhances her knowledge by pursuing questions raised by her studies. The result, when this occurs, is a synergy: study provides knowledge but raises more questions—which leads to more study and more knowledge. In this way, teaching and research go hand in hand.

Professor Searls' approach to learning is an excellent example of the Jesuit approach to education that combines the heuristic methodology (identifying what remains to be discovered or proved),<sup>1</sup> with the concept of praxis (learning by doing),<sup>2</sup> in order to be able to serve others. The heuristic/praxis circle combines actions with study and reflection: study produces knowledge, action is based on the knowledge gained by the study, reflection on the experience of the action produces more knowledge and so on. The Jesuits added to this circle the element of service with their idea that education should produce persons who are motivated to and capable of serving others.<sup>3</sup> This model is

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\* McDonnell Professor of Justice, Saint Louis University School of Law. This essay was written while the author was D & L Straus Distinguished Visitor at Pepperdine University School of Law, Malibu, California during the Spring 2000 semester. The author appreciates the warm hospitality, assistance and cooperation of the dean, faculty, staff, and students at Pepperdine.

1. Webster's states that *heuristic* is derived from the Greek word, *heuriskein*: to discover, find. It is an adjective meaning "serving to guide, discover, or reveal." In a more specific sense, it means "valuable for stimulating or conducting empirical research but unproved or incapable of proof—often used of arguments, methods, or constructs that assume or postulate what remains to be proven or that lead a person to find out for himself." WEBSTER'S THIRD NEW INTERNATIONAL DICTIONARY OF THE ENGLISH LANGUAGE UNABRIDGED 1064 (1971).

2. Praxis, derived from the Greek word, praxis: doing, action, is a noun meaning exercise or practicing of an art, science, or skill. *Id.* at 1782.

3. See About Rockhurst University, Why a Jesuit Education (visited Mar. 20, 2000) <[http://www.rockhurst.edu/3.0/about\\_rockhurst/president/why.html](http://www.rockhurst.edu/3.0/about_rockhurst/president/why.html)> ("[O]ur teachers seek to exhibit . . . diligence in encouraging, without manipulating, the best gifts of their students . . . [A] successful Jesuit education . . . prepares its students to live a better life in every other way – morally, spiritually, intellectually, and physically. Cooperative education, service learning, and an emphasis on giving back to communities in which we live are essential components of Jesuit

particularly appropriate for professional schools charged with the development of the next generation of society's service providers.<sup>4</sup>

This essay is written to thank Professor Searls for the constant encouragement she has provided me in my efforts to blend scholarship, teaching, and involvement in public affairs. In this essay, I describe an interdisciplinary program that began as a cooperative experiment between Professor Tom Thomson of the Washington University School of Architecture and me. We used a hypothetical problem as a way of demonstrating to architecture and law students the important interdisciplinary relationships that the two professions have in the context of real estate development. Eight years later, we are part of a five-discipline program, the Urban/Housing Issues Symposium, in which the problems are the actual requests for proposals (RFPs) submitted by neighborhood organizations and persons working with those entities. The essay reviews the growth of the program and its accomplishments, as well as some of the difficulties that must be overcome in order to institutionalize such a program. It concludes with recommendations for expanding the symposium into a two-semester program, with students preparing responses to neighborhood RFPs during the first semester and working on the implementation of selected proposals through clinical placements during the second semester.

## I. ORIGINS OF THE URBAN/HOUSING ISSUES SYMPOSIUM

For the past eight years, students and faculty of several graduate and professional schools at Saint Louis and Washington Universities have tested

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education"); Jesuit Tradition at Marquette (visited Mar. 20, 2000) <<http://www.marquette.edu/jesuits2.html>> ("Following the Jesuit mode of critical thinking, Marquette students learn about the Catholic tradition by inquiry . . . . University Ministry offers opportunities for prayer and worship, retreats and reflection, and service to other"); Loyola College in Maryland (visited Mar. 20, 2000) <<http://www.loyola.edu>> (The Educational mission of Loyola College in Maryland is to "challenge the students to learn, lead and serve in a diverse and changing world").

4. See Gonzaga University, The School of Law (visited Mar. 21, 2000) <<http://www.gonzaga.edu/catalog/ucatalog/%2172law.htm>> (Gonzaga University School of Law "seeks to challenge its students to incorporate its knowledge of the past into the innovations of the present in order to better serve the society. The education and development of the whole person is emphasized and there is a desire to instill in the students a strong commitment to social justice and to encourage them to assume personal responsibility for and take individual initiative in the betterment of society"); Saint Louis University Graduate School Mission Statement. "The Mission of The Graduate School is to define and support excellence in graduate education and to promote the teaching, research, scholarship, and community activities associated with it. The Graduate School is dedicated to educating leaders who will contribute to the knowledge and skills of their disciplines, promote the discovery of new knowledge, and who will use, integrate, and disseminate this knowledge consistent with the values, ethics and intellectual ideals of the Society of Jesus."

the heuristic/praxis approach in an interdisciplinary setting. Beginning in 1992, with ten architecture students and one architecture professor from Washington University and two law students and one law professor from Saint Louis University, the program has grown to over thirty students and seven professors from five disciplines (architecture, business, law, public policy, and social work) at the two universities.

The program began as a cooperative experiment between the disciplines of architecture and law to explore creative approaches to the affordable housing crisis for low-income families. An unexpected by-product of that first encounter, a dramatization of the different languages and approaches brought to problem solving by the two disciplines, led to a decision to continue and expand the program. The architecture students had been asked to prepare site plans for a subsidized housing development on a vacant, four-acre tract of land in Kirkwood, Missouri, a suburb of St. Louis. Over the course of several weeks, teams of two architecture students each reviewed the site, conversed with a developer to get representative cost estimates and conversed with city officials to review the standards for receiving Community Development Block Grant<sup>5</sup> funds and Section 8<sup>6</sup> subsidies. At the same time, the law students reviewed the land use regulations of Kirkwood<sup>7</sup> and compared them with other suburban communities in the St. Louis area.

All of the architecture student teams proposed the same number of units on the four-acre tract, twenty-four, in different design configurations. The law students said the proposals were very nice, but none of them would be approved because the maximum number of units permitted on the site by the Kirkwood zoning ordinance was twenty-two.<sup>8</sup> The law students assured the disappointed architecture students that the law students could solve the problem by seeking a zoning amendment or a variance to permit the twenty-four-unit plans to be implemented. The law students were confident that they could persuade the Kirkwood Planning Commission and City Council that the land use regulations should be modified because of unusual geographic features of the site and the merits of the proposals.<sup>9</sup>

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5. The Community Development Block Grant program, first approved by Congress in 1974, provides annual grants to cities and states to support a variety of community development projects. 42 U.S.C. §§ 5301-5321 (1994 & Supp. I 1995). See also 24 C.F.R. pt.570 (1995) for the regulations implementing the program.

6. The Section 8 housing programs also first approved in 1974, provides direct housing subsidies from the Department of Housing and Urban Development to private owners of rental housing and to lower income residents of such housing. 42 U.S.C. § 1437 (1994 & Supp. IV 1998); see also 24 C.F.R. pt. 880 (1995) for the regulations implementing the program.

7. See KIRKWOOD, MO., CODE §§ A-35. R-5 (1999).

8. *Id.*

9. While the exercise was hypothetical, Kirkwood city officials told students and faculty that they were genuinely interested in finding ways to encourage more subsidized housing to be built in their community by private developers.

Instead of being relieved by the law students' confidence that the proposals could receive approval, the architecture students reacted with still more dismay because the law students' proposal would delay the project several months and add noticeable cost to an already tight budget. The law students, in turn, were dismayed that the architecture students did not appear to appreciate their work or understand the realities of the local land use regulatory process.

From these strikingly different reactions to a hypothetical land use problem, the interdisciplinary Urban/Housing Issues Symposium was born.<sup>10</sup> Students from both disciplines expressed satisfaction with their opportunity to interact, once they got over the shock of their different perspectives and recommended that similar opportunities be given to other students. The following year, graduate students and faculty from Saint Louis University's Public Policy Program were invited to join students and faculty from architecture and law. The year after, graduate students and faculty from the social work discipline joined, followed by students and faculty from the Masters in Finance program at Saint Louis University two years later.

## II. GROWTH OF THE SYMPOSIUM

In the early years, the students worked on hypothetical and more theoretical problems. For example, during the semester following the first experimental encounter discussed above, students were asked to analyze affordable housing needs and prospects for three distinct communities, an affluent suburb in west St. Louis County (Chesterfield), an inner ring suburb (Kirkwood again), and the mid-town area of the City of St. Louis.<sup>11</sup> Student teams prepared papers recommending a variety of approaches to encouraging affordable housing development in the three communities.

The next stage in the development of the symposium was the result of a suggestion by one of the Public Policy students who had participated in the affordable housing study noted above. She recommended adding more realism to the assignments by creating requests for proposals (RFPs) to which interdisciplinary-student teams would respond. The following year, the faculty, now doubled to four, prepared three hypothetical RFPs, seeking

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10. For the first several years, the program title was Housing Issues Symposium because the focus was on affordable housing development. However, in 1998, the name was changed to Urban/Housing Issues Symposium to account for the fact that neighborhood organizations and residents who requested Symposium participation were interested in comprehensive neighborhood development proposals, not just housing development.

11. The difference in perspectives that these communities would have on the affordable housing issue is illustrated by the fact that the 1989 median household income in Chesterfield equaled \$92,859, while Kirkwood's median income was in the \$44,000 range and mid-town St. Louis was in the \$10-\$15,000 range. ZIP CODE DEMOGRAPHIC PROFILES: ST. LOUIS REGION 8-14 (St. Louis RCGA ed., 1990).

proposals for different approaches to provide temporary and permanent housing for homeless veterans, families with children, and teenagers.

The RFPs were designed to provide research and analytical tasks for each discipline represented on the interdisciplinary student teams. Items to be covered included the following:

- Profile of target population;
- Description of existing services for the target population;
- Description of proposed program for target population, including linkages among social services;
- Potential public and private funding sources;
- Site and building design that addresses program;
- Assessment of applicable regulations and strategies to gain approval;
- Nature of legal relationship among parties, i.e. tenant-landlord, guest-innkeeper;
- Community profile;
- Issues related to community acceptance and strategies to address each;
- Evaluation of how proposal fits public policy.

Students were asked to identify a site within the Empowerment Zone area proposed by the City of St. Louis in its unsuccessful application for Empowerment Zone funding.<sup>12</sup> The proposed Empowerment Zone area in St. Louis encompassed most of the near north side, a position of midtown near Saint Louis University, and a small portion of the near south side of the city. Student teams found vacant lots or unoccupied buildings and prepared proposals for construction or substantial rehabilitation of structures for temporary and/or permanent housing.<sup>13</sup>

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12. See Empowerment Zone/Enterprise Community Initiative (visited Mar. 20, 2000) <http://www.hud.gov/cpd/ezec/ezecinit.html>. The Empowerment Zone and Enterprise Community (EZ/EC) initiative was designed to create jobs and opportunities in the most economically disadvantaged rural and inner cities areas. The EZ/EC effort combines "tax incentives for business development with a comprehensive approach to community revitalization through performance oriented block grants." *Id.*

13. The following year, the same approach—a hypothetical RFP—was used, but the topic was broadened to proposals to redevelop a ten block area on the near north side.

HOUSING ISSUES SYMPOSIUM  
FALL, 1995  
REQUEST FOR PROPOSALS

The City of >>> issues this request for proposals to develop plans for addressing the housing and community development needs of a 10 block area on the near north side of the city. The area currently has a mix of high and low rise conventional public housing units and large tracts of vacant land. Most of the residents have incomes in the bottom quartile of area income (less than \$10,000), and many are elderly or disabled. The City particularly wants to develop a comprehensive approach to recreating "sustainable" and truly integrated neighborhoods, in which educational, employment, housing and social services needs are addressed.

### III. SHIFT FROM HYPOTHETICAL TO LIVE RFPs

Beginning in 1996, faculty members began collaborating with neighborhood organizations and public officials in the preparation of live RFPs that development and funding entities might consider. Students were asked to prepare proposals to respond to actual problems being experienced by neighborhood organizations and affordable housing advocates in the St. Louis area. Three or four RFPs were prepared each year by symposium faculty in collaboration with local neighborhood and housing activists and government officials.

The first RFPs, based on actual issues, asked students to analyze the feasibility of University-sponsored housing assistance to enable employees to

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Proposals to be considered must include the following:

- profile of target population;
- description of existing services for the target population;
- description of proposed program for target population, including linkages among educational, employment and social services;
- potential public and private funding sources;
- site and building design that addresses program;
- assessment of applicable regulations and strategies to gain approval;
- nature of legal relationship among parties, i.e., tenant-landlord, member of cooperative, home owner;
- community profile;
- issues related to community building, residential empowerment and self-sufficiency training;
- issues related to community acceptance and strategies to address each;
- plan for evaluation of proposal in light of public policy issues, i.e., proposed changes in federal programs, replicating successes rather than failures, and how proposal will result in integrated sustainable neighborhoods.

Proposals will be evaluated according to the extent to which they meet requirements listed here. In addition, participant teams will identify issues that arose during the proposal development process and describe how they were managed.

#### *FORMAT*

Students will organize into teams with at least one member from each discipline. Faculty will be available for consultation with teams as work on the proposal proceeds. Each team will produce a written proposal.

In the future, there will be a conference in late winter (second semester) at which teams will present and discuss their proposals. Representatives from groups providing services to the homeless will be invited to attend.

purchase homes within the vicinity of the university,<sup>14</sup> to recommend an affordable housing program for the City of Clayton, the seat of government for St. Louis County,<sup>15</sup> and prepare a redevelopment proposal for a severely

14.

HOUSING ISSUES SYMPOSIUM  
FALL, 1996  
REQUEST FOR PROPOSALS

The Director, Office of Social Ministry of the Jesuit Community in the United States, has issued this request for proposals to develop plans for an Employer Assisted Housing Program to be recommended to Jesuit colleges and universities in urban areas of the country. Jesuit institutions such as Fordham University (New York), Loyola University (Chicago), Marquette University (Milwaukee) and Saint Louis University (St. Louis) are located in urban settings that typically are near to, or surrounded by, residential and mixed use neighborhoods that have declined over the years but have strong potential for revitalization, particularly with the university as an anchor.

The Department of Housing and Urban Development (HUD) has announced a homeownership program to invest up to \$50 million in loans and \$50 million in grants in 12 cities selected through a national competition for and acquisition, infrastructure improvement, and mortgage assistance. HUD hopes to encourage the transformation of "homeownership zones" into desirable neighborhoods with attractive architecture, sidewalks, porches, and yards.

Employer Assisted Housing Programs have been developed as a means of encouraging employees, particularly those of limited means, to purchase homes in the vicinity of their place of employment. The Federal National Mortgage Association (FANNIE MAE) has developed a model program (see enclosure). The Office of Social Ministry is particularly interested in encouraging its member institutions to enter into partnerships with their neighbors, local banks, and governmental officials to establish plans that can benefit the institutions, their employs, and the communities in which they are located.

15. At first, the Clayton RFP idea was greeted with laughter because the median income of that city was \$43,941 in 1989. ZIP CODE DEMOGRAPHIC PROFILES: ST. LOUIS REGION 13 (St. Louis RCGA ed., 1990). But the idea gained credence because of the difficulty that county government employees at the county seat in Clayton were having in finding affordable housing within that community, combined with declining enrollments in the Clayton public school system. The Clayton school system has an excellent reputation, but school officials told Symposium students that they were losing students to expensive private schools because the general level of affluence in the community. The Clayton RFP was designed to respond to the two concerns.

REQUEST FOR PROPOSALS  
HOUSING ISSUES SYMPOSIUM  
FALL, 1996  
TOPIC: REGIONAL STRATEGY FOR AFFORDABLE HOUSING

The regional planning agency is issuing this request for proposals to provide background material for the development of a regional affordable housing strategy. The approach is consistent with U.S. Department of Housing and Urban Development policy to reduce the concentration of low income housing in central cities. Previous federal efforts directed by HUD have included the Comprehensive Housing Affordability Strategy, a plan required by the National Affordable Housing Act of 1990.



impacted urban area for the Third Ward Neighborhood Council of St. Louis.<sup>16</sup> Subsequent RFPs included requests from a city neighborhood organization for suggestions regarding vacant buildings,<sup>17</sup> an inner ring suburb struggling to recover from extreme disinvestment,<sup>18</sup> a neighborhood collaboration with a major bank,<sup>19</sup> a low-income neighborhood in unincorporated St. Louis County,<sup>20</sup> neighborhoods in midtown and the north side of the City of

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The successful proposal in this competition will use one St. Louis County-municipality as a case study and then draw implications for the region. Recently, the City Council of Clayton has discussed the issue of affordable housing within its jurisdiction. Concern has been expressed about the impact of high cost housing on city and county employees' ability to live in Clayton and on declining enrollments in the Clayton school district.

Proposals will be evaluated according to the extent to which they meet requirements listed here. Participant teams should identify issues that arose during the proposal development process, and describe how these issues were resolved.

In addition, proposals must include the following: (same as previous RFPs-Eds.).

16.

HOUSING ISSUES SYMPOSIUM  
FALL 1996  
REQUEST FOR PROPOSALS

The Third Ward Neighborhood Council is an organization of neighborhood groups in the third aldermanic ward on the north side of St. Louis. No fewer than eight defined neighborhoods are located within the Council's target area. The Neighborhood Council, a nonprofit corporation, is issuing this request for proposals to develop plans for redevelopment of a severely impacted urban area.

The leaders of the Neighborhood Council are concerned about the following issues: a large number of abandoned buildings, illegal drug activity, violent crime, prostitution, and an aging residential and commercial building stock.

The Neighborhood Council is seeking proposals which will establish a plan for demolition of unusable building stock, the rehabilitation of usable commercial property, the preservation of viable residential housing, plans for new construction of affordable housing, and methods of attracting young families and commercial establishments to the neighborhood. The Council hopes to strike a balance between attracting new young residents while helping older residents remain in their homes.

While the Third Ward covers a large area of the City's North Side, the Neighborhood Council would like proposals to focus on the area centered at the intersection of West Florissant Avenue and Vandeventer. Proposals can address a circular geographic area emanating from that center to any extent deemed feasible by the applicant.

17. St. Margaret of Scotland RFP (Appendix C).

18. City of Wellston RFP (Appendix C).

19. NationsBank-Union West Neighborhood RFP (Appendix D).

20. Castlepoint RFP (Appendix D).

St. Louis,<sup>21</sup> a proposal for co-housing,<sup>22</sup> and an RFP for the revitalization of an isolated village on the Illinois side of the Mississippi River.<sup>23</sup>

#### IV. LESSONS LEARNED

##### A. *The Importance of Language and Listening*

As the first joint exercise with architecture and law students so vividly demonstrated, professionals have distinct languages appropriate to their disciplines, and approach problems from distinctly different perspectives. The architecture students' language and perspectives concerning the Kirkwood project focused on design, spatial relationships, and cost containment. The law students' language and perspective embraced authority to act, regulatory limitations, and procedures for changing the rules. One approach is not necessarily better; the two are simply different. But neither can solve a development problem such as presented to the students by Kirkwood officials without the other's assistance. So both have to cooperate in order to succeed. While that may appear so obvious as to be a truism, it came as a revelation to the architecture and law students involved in the Kirkwood project because they had not previously confronted that reality in their professional studies.

When the students and faculty from public policy, social work, and business joined the symposium, the language, perspectives, and resulting discussions became more complex. But the same lesson was offered: cooperation was necessary for success. Students sometimes struggled with that. Faculty on several occasions were asked to intervene because one or more students from a particular profession appeared to be attempting to dominate group discussion to the dismay of the other group members. Most of the time faculty responded by suggesting ways for the group to resolve the problem without outside intervention. On one or two occasions faculty from the offending student's discipline felt the need to call the student aside and point out the impact that student's behavior was having on the group dynamics.

Over the years, we have added more emphasis on group dynamics, the value of listening, and the distinct language of the participating professions to our class discussions. The first two or three classes are devoted to these issues, with faculty from each discipline offering his or her respective perspective. Our goal is to broaden all of the students' perspectives by exposing them to the language and perspectives of the other disciplines before they begin the process of conceptualizing a response to the particular development problem they have chosen to solve.

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21. Grand-Rock/Covenant-Blu, and Murphy-Blair, Hyde Park and Kingshighway-West Florissant neighborhoods RFPs (Appendix C, D & E).

22. Irrestible Community Builders RFP (Appendix E).

23. Village of Washington Park RFP (Appendix E).

### *B. The Value of Collaboration*

Graduate and professional school education in the United States arguably is the finest in the world. The emphasis on close analysis of complex problems, mastery of technical skills, and communication in precise but arcane language produces academicians and professionals capable of extraordinary achievements. But an unfortunate by-product of that educational quality is an arrogance that sometimes surfaces among its graduates, particularly when encountering persons from other disciplines.

We saw that arrogance occasionally in the symposium, particularly early in the group dynamics of a particular semester. But as the students confronted it in their group discussions, they had the opportunity to control their own tendencies to such arrogance by experiencing the analytical ability and problem solving capabilities of their colleagues from other disciplines. The best proposals each year came from the groups who experienced the least amount of professional arrogance and achieved the greatest amount of collaboration. Regrettably, each year at least one group has struggled with those issues. In every case, that group's proposal was inferior to the others. The ability to collaborate in a spirit of mutual respect is not a quality stressed in graduate and professional school education.<sup>24</sup> But it is a crucial skill for success in the development process, particularly when encountering the complexities of urban neighborhood revitalization.

### *C. The Dilemma of Prerequisites*

Obviously, one essential ingredient for a successful collaboration is that the professionals who are collaborating be on top of their particular disciplines. With students, this suggests that they should be near the end of their academic program and should have completed satisfactorily all the relevant courses in their discipline. For example, law students should be knowledgeable of administrative law, business associations (including for- and not-for-profit corporations, limited liability companies and partnerships, both limited and general), contracts, housing and landlord-tenant law, land use regulations, real estate finance, taxation, and urban development law and programs. But the symposium is an elective and must compete with other courses for students' attention and time. Years ago, I offered an advanced real estate development course with many of the above courses listed as prerequisites. No one enrolled.

We solve this problem through the class discussions each faculty member leads, apprising the students of the knowledge areas in which they will need to become conversant. In addition, we ask student groups to focus on problem analysis and conceptual approaches in their proposals, but we do not require

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24. See *supra* note 4.

detailed drafting of legal documents, architectural drawings, or policy statements. A two-hour class meeting once a week for fourteen weeks is too short a time to make experts out of the students, so we do not try to do that. Rather, we emphasize the conceptual framework for real estate development and the degree of collaboration necessary for successful urban development.

This leaves an obvious gap in the students' learning experience. Symposium faculty currently are exploring the possibility of offering a follow-up course through Saint Louis University Law School's Housing Development Clinic in which interested students can participate in the implementation of their proposals by developing specific business and financing plans, including drafting documents to implement the development plans. The proposed concept is described below.

#### *D. Administration: Interdisciplinary Road Block?*

We learned early in our experience that the compartmentalized organization of higher education into departments and schools would cause challenges to our interdisciplinary collaboration. Such mundane-appearing concerns (to faculty) as scheduling (time and room), course listing, credit hours, grading expectations, teaching credit, and tuition allocation, posed tricky but not insurmountable questions. Each school had its own answer to these questions, and they were not always in sync. This was particularly true of the two universities.

Faculty resolved most of these questions through an informal and decentralized approach to administrative issues. For example, rather than attempting to formalize the symposium into one cross-listed course that would have required faculty and decanel approval in each department of the school and university involved, each faculty member used his or her school's directed research or equivalent option to register their students. To schedule the symposium, the faculty surveyed their representative schedules for the time with the fewest conflicts. For the past five years, that time has been 4-6 p.m. on Thursdays. Class meetings have rotated among the participating departments and schools, both to maximize flexibility in scheduling and to give students and faculty exposure to the environments in which the other disciplines function.

Grading is a combination of centralization and decentralization. One grade per group is assigned, after all instructors have read each paper. The group grade is arrived at by consensus of the faculty. Each faculty then has the discretion to adjust that grade for his or her students to reflect the permissible grade ranges within the particular department or school. For example, Saint Louis University Law School accepts an "A-" grade between the B and A

grades, but the Public Policy Department<sup>25</sup> and School of Public Service do not.<sup>26</sup> Satisfactory performance in law school requires a minimum grade of C, the same level is the B grade in graduate school.

Over the years, the symposium faculty has resolved these questions as they have occurred. One of the participants, John Ammann, Saint Louis University Law Clinic Director, has served the admirable but unenviable role of informal administrative director. This has proved invaluable to the other faculty. But as the symposium has matured, the question of limits has become more prevalent. Is there a point at which an interdisciplinary program becomes too complex to function effectively? Are there natural limits to such endeavors? If so, what are they?

We do not have answers to these questions, but we have experienced manifestations of them. For example, Saint Louis University School of Law routinely had been able to recruit two to three students for the symposium through general registration announcements of the directed research program. But when the law faculty approved upgrading the symposium to a course in the law school, fifteen law students registered. Our egos were stroked by the popularity, but fifteen turned out to be too many. We believe each student team should have a minimum of one student per participating discipline, but four or five students from one discipline can become overwhelming.

A similar question is raised about the number of participating disciplines. During the first eight years, the symposium grew from two to five disciplines. A case can be made for adding other disciplines, including community and public health, education administration, and environmental management. But the student teams would almost double in size, threatening to make them too unwieldy to be able to function effectively. One possible solution to that problem would be to broaden the topics and the requested work in the RFPs, so that different configurations of disciplines could organize into teams not exceeding four or five disciplines. For example, a team of business, environmental management, health care and public policy students might work on a "brown fields" environmental remediation RFP. Another team of architecture, education administration, law and social work students might respond to an RFP for that same site once it has been cleaned up and converted to a "green field."

A third question about numbers is how many RFPs and corresponding teams should be organized for each symposium. Again, we do not have a firm answer, but we are driven by some educational goals and administrative practicalities to suggest three RFP teams as the ideal and four as the maximum.

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25. Telephone Interview with Dr. Mary Domahidy, Chair of Saint Louis University Public Policy Department (Mar. 20, 2000).

26. Telephone Interview with Patricia Swatek, Student Records-Certification Officer of Saint Louis University School of Public Service (Mar. 20, 2000).

The main reason for this is the desire to have all the student teams report on their proposals in a public forum open to interested community organizations, as well as the other students. When we factor in the other schedule demands of students and faculty, we generally can find about three hours, usually during an evening, for this public session. No more than four teams can present during a three-hour session, and do justice to their semester's work.

An alternative that we are exploring is a "charrette"-style session in which teams would set up booths around a large room to display and discuss their proposals, and faculty and guests would walk around the room to inspect and discuss the proposals. We prefer the public presentation model because it replicates the setting, if not the emotion, of a live public meeting; it gives the students an opportunity to practice their presentation skills, and it gives the other students an opportunity to compare notes on alternative approaches to resolution of common problems.

#### V. A SECOND SEMESTER CLINICAL AS A LOGICAL EXPANSION

One of the frustrations of the single semester symposium is the feeling, experienced by students and faculty alike, that the most interesting work is just beginning when the semester ends. As noted earlier, fourteen weeks is too short a period to conceptualize and draft a complete proposal when the proposal drafters are allocating less than a third of their time to it. A number of students have expressed disappointment at the inability, as they put it, to finish the job by fleshing out their proposals into full dress development projects. The grade and credit hours they receive are effective consolation for many students, but a substantial number would like to continue.

We have begun discussing two possible approaches: first, a spring semester interdisciplinary clinical placement through Saint Louis University School of Law's Clinic in which students would help a selected neighborhood organization implement a proposal prepared during the fall semester. Student teams would prepare applications for funding, seek necessary land use and other governmental approvals, and draft organizational documents and contracts for the entities that would develop and manage the proposed activity or facility. Over a second fourteen-week period, substantial progress toward groundbreaking could be made on a well-conceived proposal prepared during the first fourteen-week period. Students who completed both semesters would get a more thorough transactional experience, and would have the satisfaction of seeing their work come closer to fruition.

An alternative, that is possible because of the long semester break observed by most universities, is a full-time, highly concentrated practicum, again in a clinical placement setting, during the first two weeks of January before the second semester begins. Through such a practicum, students would get a more realistic sense of the environment in which urban development projects are conceptualized and organized, and they would get more

concentrated exposure to organizational planning and document drafting. The trade off most likely would be fewer opportunities to participate in the decision-making processes of critical funding and regulatory agencies. Whether that trade off would be reasonable remains to be determined.

## VI. CONCLUSION

The experience with the symposium has resulted in a greater understanding, both by faculty and students, of the complexity of urban development problems and a greater appreciation for the variety of disciplines that are involved in the development process, including the different languages that are spoken by those disciplines. Both students and faculty report experiencing a greater appreciation for "the other person's point of view." The ability to appreciate the "other person's point of view" is an important ingredient in a successful neighborhood collaborative planning effort. By its very nature, collaborative planning should involve all elements of the community in the planning process. The essence of the '90s version of grassroots planning is to be less confrontational and more collaborative. An appreciation for, and ability to include, all points of view is critical for success of the effort.

The ideals of the symposium are perhaps best expressed in a letter one of the graduates sent one year after joining a major development firm.

Most of my graduate coursework was taught vertically. . . . The result is that students are not prepared to operate in the real world where challenges and issues are multi-disciplinary and responses must be holistic. . . .

The Housing Symposium exposed me to the exercise of working with a group of professionals to achieve a realistic product. . . . [T]his course forces students to immerse themselves in the city or county of St. Louis and understand first hand its politics, bureaucracy, leaders, organizations, etc. In the case of my group's project, "Why Should Clayton Care? A Strategic Approach to Affordable Housing in the St. Louis Region," we felt that the City of Clayton actually learned something from our work. The fact that the end result of the Housing Symposium can have a real impact on the St. Louis region is an important outcome of the course. . . . The Housing Symposium course was the turning point in my professional development. It exposed me to housing and urban affairs issues that I had not been previously exposed to. It also taught me to think more horizontally - incorporating all disciplines in an attempt to revitalize communities. . . .<sup>27</sup>

I began this essay with a note about Eileen Searls' influence on my career. I close it with a thank you to her, expressed in the form of the Urban/Housing Issues Symposium.

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27. Letter from Lisa Mecham Angstreich, Community Development Coordinator, McCormack Baron & Associates (on file with author).

## APPENDIX A

URBAN ISSUES SYMPOSIUM  
SYLLABUS  
FALL 1999

Thursdays, 4 to 5:50 p.m.

August 16 SLU School of Law	Introduction to Course Discussion of Requests for Proposals Neighborhood Planning Game
September 2 Law School	Language of Public Policy and Urban Planning, Business and Finance Assignment of Small Groups Bus Tour of Development Areas
September 9 Meet outside SLU Law School	
September 16 WU School of Architecture	Language of Architecture, Law, Social Work
September 23 School of Architecture	Architecture in Depth
September 30 School of Social Service	Social Work in Depth
October 7 Law School	Public Relations and Presentation Skills
October 14 Law School	Public Policy and Urban Planning in Depth
October 21 School of Business	Legal Issues and Finance in Depth
October 28 Law School	Corporate Structures Land Use and Architecture
November 11 School of Architecture	Presentation of Tentative Proposals
November 18 School of Social Service	Development as an Interdisciplinary Endeavor Political Landscape
November 25	Thanksgiving Break
December 2 TBA	Small Group Meetings
December 6	Final Projects Due



## APPENDIX B

Initial Symposium Problems  
Housing Issues Symposium  
Fall, 1992

## I. LACLEDE TOWN

*Description*

LaClede Town is in many ways a microcosm of the history of large-scale, integrated, urban housing initiatives, combined with government concern for central-city neighborhood development. From a highly touted "success" story of an integrated urban housing planned community in the 1960s and early 70s, to a crime ridden project in the '80s, to near total abandonment in the early 1990s, LaClede Town and its history provide potential for a policy case study, a current land use analysis, and a site development plan for future use.

*Methods*

Methods utilized in this project could encompass all of the disciplines represented in the consortium. They could include oral histories from previous residents and policy makers involved in the development of LaClede Town, the analysis of legal issues that affect current site development, surveys of surrounding businesses and residents as to desirable use, and architectural analysis of previous design decisions and future potential uses. Obviously, law, public policy, research and evaluation methods, cost-benefit analysis and urban planning and design would all be relevant to this project.

## II. CHAS EVALUATION

*Description*

This project is a program evaluation of the city's affordable housing strategy contained in the St. Louis City Comprehensive Housing Affordability Strategy (CHAS). The CHAS reviews the city's housing inventory, market conditions, and existing housing programs as required by the 1990 National Affordable Housing Act.<sup>28</sup> Most importantly, the CHAS outlines the City's housing objectives and priorities for the first year of implementation and for the subsequent five-year period.

This project will be a process evaluation consisting of case studies of each of the housing programs identified in the City's housing objectives in the one-year and five-year plan.

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28. 42 U.S.C.A. §12705 (1994 & Supp. IV 1998).

### *Methodology*

There will be a two-stage methodology:

- A. assembling relevant data for each program from a variety of sources;
- B. comparing program results against the City's explicit objectives.

Data will be acquired from three primary sources: documents, interviews and surveys:

- A. Documentation will be acquired primarily from the Community Development Administration (CDA) in demographic information, budgets, number of consumers served.
- B. Interviews of CDA staff and consumers of the programs will yield information in program mechanics, types of assistance provided, etc.
- C. Surveys will be used to gain information from potential consumers of the city's programs regarding the City's efforts to publicize and effectuate its programs and to document the characteristics of program consumers, i.e., income levels, satisfaction levels, program accessibility.
- D. Architectural or structural studies may be required for evaluation of some of the City's objectives.

The second stage will be a comparison of the beginning and year-end data. Any quantifiable changes will be noted and results will be measured against the explicit objective. In those cases where the goals are not described in numbers (i.e., where goals are stated in terms of "making efforts") the City's efforts will be evaluated based on our data.

### III. RESTRUCTURING ELM STREET

A decent and affordable home for all Americans has been the goal of our housing policy for over four decades. Over those decades numerous programs have been developed and implemented to address that goal. It remains elusive. Despite general support for this goal, heated controversy surrounds any attempt to site affordable housing. The depth of feeling regarding such land use changes raises questions that focus on the fundamental relationship of the self and the experience of place. Local governments, particularly in the planning and zoning function, confront this situation. Their major tool in dealing with such issues is the local zoning ordinance. Such tools have been traditionally considered as neutral. Recent research, however, questions their neutrality.

Simply put, this project would address the question of "what is zoning attempting to do?" The question incorporates four broad areas:

1. The relationship of the individual and space;
2. The provision of housing in the context of community;

3. Attitudes towards affordable housing; and
4. New forms of ownership.

It deals with the tension between individual and community at the basic level of place. Individual property rights confront the community's desire to maintain its experience of place. Those who design residential developments face this challenge.

## APPENDIX C

*Housing Issues Symposium (Fall 1997)*  
Requests for Proposals

## Ecumenical Housing Production Corporation

## I. INTRODUCTION

Ecumenical Housing Production Corporation (EHPC), a not-for-profit housing and support services corporation, requests proposals from professional and institution based consulting teams with extensive background and expertise in community planning and development, especially housing and social service programs, residential and landscape architecture, and real estate law to design a detailed, comprehensive community inclusive strategy to revitalize a residential community in near North St. Louis County. The plan should also include some discussion of project evaluation, including possible ways of measuring the project's degree of success or failure.

## II. BACKGROUND

Ecumenical Housing Production Corporation, having secured a large financial commitment from a major local corporation and additional support from St. Louis County Government, will act as lead agency, working in conjunction with community residents, Provident Counseling, Neighborhood Housing Services (NHS), and St. Louis Association of Community Organizations (SLACO), and St. Louis County to implement a neighborhood stabilization effort in the Castle Point neighborhood of unincorporated North St. Louis County. Situated just North and East of the intersection of Chambers and Halls Ferry Roads, Castle Point is a community of approximately 1,600 single family homes and 4,000 residents with low to moderate incomes.

The overall goal of the effort is to facilitate health and wellness among families and youth in the community by stabilizing the housing stock, building leadership capacity among residents, and providing residents with a variety of social support services aimed at promoting general wellness and self sufficiency. Ultimately, EHPC would like to have a model for neighborhood stabilization that can be replicated in other communities.

## III. INSTRUCTIONS FOR RESPONSE

To be considered for further review, proposals should include the following:

- An assessment of existing housing, including condition, the number of vacant units, the number of boarded-up units, and the number of for-sale properties.

- A profile of the target community, including the number of households below the poverty level and households receiving public assistance.
- A detailed description of the proposed strategies.
- Potential public and private funding sources.
- Site, building, and neighborhood design that builds on the community's strengths.
- A review of legal issues connected with neighborhood revitalization efforts, including strategies to eliminate problem properties, tenant landlord relationships, and home owner liabilities.
- A strategy for building community empowerment and capacity.
- A strategy to provide community based family support services.
- A strategy for stabilizing and revitalizing the area's housing stock, including acquiring and reusing problem properties.

Housing Issues Symposium  
Fall 1997 Request for Proposals  
St. Margaret Housing Corporation

## I. INTRODUCTION

The Director of St. Margaret Housing Corporation (SMHC), Steve Conway, 8th Ward Alderman, and the President of Shaw Neighborhood Improvement Association (SNIA) seek proposals that establish an affordable housing plan for the 54 block area known as the Shaw neighborhood—bounded by Grand Blvd., Tower Grove Ave., Highway 44 and Magnolia Ave. A key goal of SMHC is to attract developers who would create housing units for both lower and middle classes, while maintaining a viable mix of Shaw residents. Part of the neighborhood plan is to reduce the density in the neighborhood.

## II. CHALLENGES

SMHC has a difficult time purchasing clusters or blocks of buildings or large building structures. The community is faced with a dilemma of an overpreponderance of two- and four-family units that have obsolete floor plans and large multi-family units that are too costly to develop on an ad hoc basis. The 4000 block of Shenandoah Avenue and the 4000 block of Cleveland are representative of the housing dilemma. If considered in clusters, the two- and four-family units would represent the same dilemma imposed by large multi-family units, such as the 24 unit building on 4033 Shenandoah Ave. The latter building is held by NationsBank and available for purchase. Even if donated, SMHC would need a plan that covers costs for either demolition or renovation. At present there is no community-based plan to acquire large clusters of properties or large multi-family units. Without a community plan, housing dilemmas for the neighborhood remain unsolved. It leaves SMHC with the ability to purchase and acquire buildings that have been donated, abandoned or foreclosed. It has a lesser ability to target large buildings or clusters of two- and four-family units. We need a planned approach to the above mentioned problems.

Consideration will be given to proposals that include the following:

- needs assessment of residential and commercial building stock, including conditions and practicality of existing floor plans; the marketability given the building stock, streets, public spaces, institutions, traffic, transportation systems, parking and other features impact residential or commercial activity;

- a review of what other cities have done with historic neighborhoods that have a preponderance of two- and four-family units with obsolete floor plans;
- the location, rent and sales price of existing housing and its correspondence with the income and family size of current and future residents;
- an assessment of how physical improvements are linked to social and economic improvements potential funding from public and private sectors;
- consideration of the relationship between community planning, successful affordable housing and the role of the neighborhood housing corporation; (The delegation of housing responsibilities to local neighborhood housing corporations creates a competition for available housing funds. The 8th Ward is not unique from other city wards with an aging housing stock with obsolete floor plans. While this structure allows for community planning, it leaves housing corporations with the imposing challenge of purchasing large multi-family building or a cluster of buildings on a targeted block.)
- issues related to community acceptance (which requires an acknowledgment of tension produced by efforts to find a balance between creating affordable housing units and market rate housing units and consider the needs of existing residents and the expected benefits of the residents);
- assessment of the policy, legal, and regulatory environments;
- site and building design;
- strategy for improving street scope;
- strategy for attracting commercial enterprise and recommendation for corner spaces; and
- strategy for stabilizing and revitalizing the area's housing stock, including acquiring and reusing problem properties.

Housing Issues Symposium  
Fall 1997  
Request for Proposals

The City of Wellston

I. INTRODUCTION

The City of Wellston is an inner ring suburb located in St. Louis County, Missouri. It borders the City of St. Louis, and is in the midsection of the County. The current population is approximately 3,600, far less than the population it once supported.<sup>29</sup> Wellston is recognized as one of the most depressed cities in St. Louis County.

There are more than 500 vacant lots in this municipality, which is only two square miles in size, and many of the commercial buildings stand empty as well. Liquor stores and convenience shops tend to be the only remaining retail businesses. Most of the city's roads need repair work or replacement.

Wellston is home to many poor families.<sup>30</sup> Most adults in this city have not finished high school.<sup>31</sup> Crime is a serious problem. The city has a high rate of infant mortality and morbidity.

II. BACKGROUND

The City of Wellston, in conjunction with St. Louis County government and the St. Louis County Housing Authority, has developed a plan called "Wellston 2004" which is designed to revitalize the entire city. The plan builds on the current strengths of the community. Though these strengths are few, they are significant.

Wellston has been designated an Enterprise Community by the Department of Housing and Urban Development. This has brought federal financial support to the City. The State of Missouri has opened a job-training center in the heart of the City. Wellston is one of the few communities in St. Louis County with its own Metrolink stop. This opens access to education, jobs and shopping in other parts of the County and the City of St. Louis. Wellston is home to some major industrial residents, including General Electric, Moog Automotive, and Vi-Jon Labs. These companies appreciate the convenience of the location of Wellston and the affordability of locating in this City. Wellston

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29. See United States Census (visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953743402>>.

30. See generally United States Census (visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953743675>>.

31. See United States Census (last visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953743527>>.



hopes to rebuild its industrial area using the new Wellston Technology Park as the catalyst.

Wellston has already developed plans to redevelop large areas of the City. The City has also already identified the government and community partners who will become part of the project.

### III. INSTRUCTIONS FOR RESPONSE

Wellston is requesting proposals by qualified organizations to take its "Wellston 2004" plan to the implementation stage. The City is requesting that all proposals address the following:

- coordination of the redevelopment with the neighboring political subdivisions as well as federal, state and county governmental units, and addressing any legal relationships which should be established with governmental units or developers;
- the effect of the current redevelopment plans on current residents and a strategy for minimizing displacement and opposition to the project;
- how to provide secure neighborhoods through design features, considering, among other issues, whether neighborhoods should be gated, whether streets should be closed or access limited, whether developers should be required to provide attached garages or other amenities which might enhance security;
- public policy issues which arise from potential displacement of residents, restricting access to neighborhoods, and the use of significant government resources;
- coordination of housing redevelopment with social services in the area, both existing and planned;
- maximizing the available governmental resources available through the Enterprise Community grant, as well as other federal, state and local resources;
- coordination of the use of government funds with private development and development by nonprofit developers; and
- how to incorporate public housing into the community.

### IV. FORMAT

Students will organize into teams with at least one member from each discipline. Faculty will be available for communication with teams as work on the proposal proceeds. Each team will produce a written proposal by the deadline given by Symposium faculty.

A half-day conference will be held in January at which teams will present and discuss their proposals. Individuals consulted and representatives from groups providing housing, financing and social services will also be invited to attend.

## APPENDIX D

Housing Issues Symposium (Fall 1998)

NationsBank

Community Investment Group

St. Louis, Missouri

April 9, 1998

### I. BACKGROUND

NationsBank, the third largest bank in the United States, entered the St. Louis market in 1997. As part of its strategy to continue its strong tradition and a commitment to leadership in community investment in St. Louis, the bank is developing a variety of partnerships with local colleges, universities and other organizations. These partnerships include activities that range from providing major financial support for specific projects to creating growth and learning opportunities for high school, undergraduate and graduate students throughout the community.

One of the objectives of the NationsBank St. Louis community investment strategy is the development of capacity and innovation in the local nonprofit community. The primary focus of this objective is on housing and community development-related organizations.

The bank has selected five neighborhoods in the City of St. Louis and St. Louis County on which to concentrate its efforts: Forest Park Southeast, Grand West/Grand Rock and Union West in the city and Castlepoint and Wellston in St. Louis County.

### II. PURPOSE

The purpose of the project is to conduct an assessment and planning process in the Union West neighborhood.

The result of the engagement will be production of a document(s) that:

- maps the areas assets, challenges and opportunities for organizational, housing and economic development;
- explores a variety of innovative and creative, yet practical and productive, approaches to address and meet those challenges and opportunities;
- makes specific recommendations by way of a detailed plan document and implementation schedule that outlines specific activities and desired outcomes;
- reflects a participatory and intensely collaborative approach and process that has included the organizations and individuals that NationsBank has brought together to facilitate this process and relevant others;

- presents and describes the process leading to an analysis of the neighborhood's current condition, characteristics, dynamics and primary and secondary actors and influences;
- recommends options for organizational structures that will effectively accommodate implementation of the plan; and
- presents financial proforma data for the capitalization of the recommended structures and presents information describing potential sources for raising that capital.

### III. PARTICIPANTS

The planning process will focus on a core group of neighborhood organizations and institutions that are actively working in the community in areas including housing development, youth leadership development, tutoring, neighborhood organizing, and employment and training. Each of these organizations has been identified by NationsBank staff as having the level of commitment, vision, experience and energy necessary to create and implement innovative approaches to community development.

### IV. ROLES

NationsBank will convene the participants and handle administrative duties such as mailings, coordinating meeting schedules and meeting places. Students will be expected to document their own work plans, activities and processes and produce interim and final reports on the project.

### V. SUPERVISION

The project will be supervised by NationsBank professional staff from a variety of disciplines including law, community development, banking, nonprofit management, marketing and community affairs. The coordinator of the project will be Yvonne S. Sparks, Vice President, Community Investment Group, NationsBank, St. Louis.

## SUPPLEMENT TO NationsBank RFP

## INSTRUCTIONS FOR RESPONSE:

Proposals should include the following for the specific project area:

- a profile of the target community, including the number of households below the poverty level and households receiving public assistance;
- a detailed description of the proposed strategies;
- potential financing;
- site, building, and neighborhood design that addresses and builds on the community's strengths;
- A review of legal issues connected with neighborhood revitalization, including strategies to deal with problem properties, landlord-tenant relationships, and home owner responsibilities;
- a strategy for building community empowerment and capacity;
- a strategy to provide community-based family support services; and
- a strategy for stabilizing and revitalizing housing stock, including problem properties.

## FORMAT

Students will organize into teams with at least one member from each discipline. Faculty will be available for consultation with teams as work on the proposal proceeds. Each team will produce a written proposal by the last day of classes for the fall semester. A half-day conference will be held in late winter (second semester) at which teams will present and discuss their proposals. Individuals consulted and representatives from groups providing housing, financing, and social services will be invited to attend.

Housing Issues Symposium-Fall 1998  
Request for Proposal

I. BACKGROUND

A number of not-for-profit neighborhood organizations, civic groups, educational institutions and business leaders in the mid-town area have come together to create the Greater Grand Center Master Planning area. The goal of this effort is to prepare a master plan for the Grand Center area, from which will then be drafted more localized development plans for specific parts of the Grand Center area.

II. GRAND ROCK/COVENANT-BLU

The Grand Rock/Covenant-Blu Community Development Corporation has been organized to plan and develop an area north and west of the juvenile Court Center and Veterans Administration hospital, between Bell Avenue, Grand Avenue, Page Boulevard and Vandeventer Avenue. This area currently is predominantly residential in nature but has fallen on hard times. Many of the residential structures are owner occupied by elderly and low income persons. Grand Rock/Covenant-Blu CDC has invited proposals for residential and neighborhood development. The CDC is particularly interested in encouraging new home construction and substantial rehabilitation, primarily of single family units. Also, the corporation hopes to develop multi-family, mixed income housing, including subsidized, tax credit, and market rate housing.

III. INSTRUCTIONS FOR RESPONSE

To be considered, further review proposals should include the following:  
(same as other RFPs-Eds.)

IV. FORMAT

(same as other RFPs-Eds.)

Housing Issues Symposium  
Request for Proposal  
Fall 1998

I. BACKGROUND

The Murphy-Blair Neighborhood is located just north of downtown St. Louis, in the shadow of the TWA Dome and Interstate 70. While the area includes many abandoned buildings and vacant lots, the Murphy-Blair Townhouses and Murphy-Blair Gardens are home to hundreds of families who seek to revitalize their complexes and their neighborhood. The Murphy-Blair Tenant Association is seeking assistance in drafting a plan to remodel the apartments in the Townhouse complex, and help in planning a community center and other services for the neighborhood.

II. MURPHY-BLAIR TENANT ASSOCIATION

The Murphy-Blair Townhouses are in need of substantial rehabilitation if they are to remain suitable housing for the families currently residing there and if they are to be attractive to new residents. Currently, the U.S. Department of Housing and Urban Development is owner of the complex, having taken title after the prior owner defaulted on loans for the property. The Regional Housing and Community Development Alliance, a St. Louis organization providing technical assistance to housing organizations, has been in talks with the Murphy-Blair Tenant Association in an effort to create a partnership which would take ownership of the complex from HUD and then rehab the units of the Townhouses. RHDCA has arranged grants from the Missouri Housing Development Agency for approximately \$300,000, and is seeking loans, tax credits, and other forms of financing to generate an additional \$300,000 in working capital.

The Murphy-Blair Tenant Association has written to the University saying it is in need of technical assistance/training for guidance through the redevelopment process. Additionally, it is in need of technical assistance for the development and funding of a human services program and the economic development of our neighborhood. The Association is primarily concerned with ensuring that current residents are not displaced, and that the current residents have a meaningful voice in the creation of the redevelopment plan and its execution.

### III. INSTRUCTIONS FOR RESPONSE

To be considered for further review, proposals should include the following:

- a review of existing redevelopment plans for the Murphy-Blair Townhouses to determine their feasibility and the role of the tenants in such plans;
- the effect of any existing redevelopment plans on current residents;
- recommendations for creation of the legal entity which would own and operate the Townhouses after renovation;
- identification of funding sources for renovation of the Townhouses, redevelopment of surrounding areas, construction and operation of a community center, and other items proposed in the project;
- analysis of the financial feasibility of any proposal;
- proposals for development and design of a community center in the neighborhood of the Townhouses, including an assessment of needs which could be met in such a center;
- a strategy for dealing with problem tenants including those involved in illegal drugs, property damage, and other behavior violating their leases;
- a strategy for building the skills and capacity of the Tenant Association and its members in connection with ownership and management of the Townhouses and community development; and
- a plan to make public transportation more available to the residents of the Townhouses.

### IV. FORMAT

Students will organize into teams with at least one member from each discipline. Faculty will be available for consultation with teams as work on the proposal proceeds. Each team will produce a written proposal by the last day of classes for the fall semester.

A conference will be held in late winter (second semester) at which teams will present and discuss their proposals. Individuals consulted and representatives from groups which could potentially provide housing financing and social service will be invited to attend.

## APPENDIX E

Housing Issues Symposium (Fall 1999)  
Saint Louis University/Washington University  
1999 Housing Symposium  
Request for Proposals

The Village of Washington Park, Illinois

I. GENERAL STATEMENT/PROBLEM

Washington Park is a community to the southeast of the City of East St. Louis. In general, the community has the problems of:

- declining housing base and substantial land availability;
- limited educational opportunities;
- lack of local economic/revenue base and limited local employment opportunities;
- severely constrained public services;
- absence of Budgeting, Revenue Tracking, Strategic Administrative System; and
- crime.

Conditions are such that the people of Washington Park are severely disconnected from the community and often each other.

As of the 1990 Census, the population of WP was 7,437 persons living in 2,217 households.<sup>32</sup> In 1989, the median family income in WP was \$11,912.<sup>33</sup> During the same period, the median family income of St. Clair county was \$31,939.<sup>34</sup> Over fifty-seven percent of the population had incomes below the federal poverty line.<sup>35</sup> Forty percent of the households in Washington Park received public assistance.<sup>36</sup> In 1990 there were 2,598 housing units in the Village, of which fifteen percent were vacant.<sup>37</sup> Most of the housing is of modest size and a substantial portion of it is limited quality wood-framed construction with wood-shingling or tar-paper siding. Over thirty-five percent

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32. See United States Census (last visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953743855>>.

33. See United States Census, (last visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953743981>>.

34. See Digital City Neighborhood Profiles (last visited Mar. 22, 2000) <[http://neighborhood.digitalcity.com/info/county\\_income.asp](http://neighborhood.digitalcity.com/info/county_income.asp)>.

35. See generally United States Census (last visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953744056>>.

36. See United States Census (last visited Mar. 22, 2000) <<http://venus.census.gov/cdrom/lookup/953744197>>.

37. *Id.*



of the housing units existing at that time were constructed before 1949.<sup>38</sup> Since that date, the community has undertaken a substantial demolition program to remove burnt-out structures. Within the past three years, twenty new homes have been constructed and sold in one subdivision attracting moderate income families.

## II. OPPORTUNITIES

- Accomplishments by the Dept. of Justice “Weed and Seed Program”
- Activities as an Urban Enterprise Community
- Interest from the State Police Department
- Recent organizing efforts by the neighbors with the assistance of the State Police, Coro Midwestern Center and the Department of Justice. (Momentum generated from the Neighborhood Leadership Council Training)
- Bi-State Development Agency’s Metro-link station on Kingshighway. This is the border between East St. Louis and Washington Park

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38. *Id.*

Proposed Housing Seminar  
To Focus on Hyde Park (1999)

Hyde Park, an inner-city neighborhood located in North St. Louis, has undergone profound changes throughout its history. Once a thriving working-class neighborhood, Hyde Park has experienced significant out migration while being transformed from a predominantly white to a predominantly black community. The following figures are illustrative:

<i>Year</i>	<i>Total Population</i>	<i>Whites</i>	<i>Blacks</i>
1930	16714	16709	14
1950	16245	16214	31
1970	9093	7969	1032
1990	4759	1678	2968

(U.S. Bureau of the Census, 1990 based on census tracts 1202, 1264, 1265)

Beset with an array of social ills including poverty, gangs, crime, drug abuse, and inadequate health care, one of the most troubling and persistent social problems is the lack of adequate housing. Vacant lots, boarded up and deteriorating buildings punctuate the neighborhood. In addition to the white flight to the suburbs by those residents capable of relocating, irresponsible absentee landlords, homeowners and tenants too poor to properly maintain their property as well as land clearance and failed renovation and redevelopment efforts have all contributed to the deterioration of the neighborhood, generally, and its housing stock specifically.

The fact that much of the Hyde Park neighborhood is vacant or occupied by substandard structures is both a blessing and a curse. The advantage is that *large amounts of land are readily available at extremely low prices*, often for the price of back taxes. Another distinct advantage in proposing and examining possible alternative housing and related community development plans for Hyde Park is the working arrangements forged between the key social service, political, religious, business and educational leaders and the agencies they represent. These individuals and their agencies are committed and ready to host and participate with the students and faculty who will be involved in the proposed housing seminar.

*Friedens Haus* and *Hyde Park Neighbors*, two neighborhood organizations that are intimately involved in housing and community development, are jointly requesting that this proposed housing seminar focus on Hyde Park. The

seminar experience is envisioned as involving faculty and staff from St. Louis University and Washington University in dialogue with and sharing their expertise with community residents. These residents *represent a community coalition* of agencies striving to *address housing/development issues confronting their neighborhood*. Through *this process, a housing plan for the neighborhood will emerge. . . .*

Several notable exceptions to the current state of affairs of substandard housing in Hyde Park are the joint efforts of Holy Trinity Church and Housing Solutions in building in-fill housing in the vicinity of Holy Trinity Church, South of Hyde Park, and the renovation of their private residences by several neighborhood residents. A comprehensive well designed, “do able” housing plan would represent a significant contribution to continuing and expanding such efforts.

## Housing Issues Symposium (1999)

## Request for Proposal

## Mark Twain Neighborhood

Housing Solutions, Inc., a Not-For-Profit developer of affordable housing, requests a comprehensive proposal for the redevelopment of a target area within the Mark Twain neighborhood in North St. Louis City. The target area's boundaries consist of West Florissant Avenue to the north, Kingshighway to the west, Vera to the east and Leahy to the south.

The target area is a low income neighborhood. The average household income is \$23,007. Most of the housing structures are single family.

The proposal should include, but is not limited to, the following items:

- a plan to address the deterioration of the existing properties in the target area;
- a strategy to build new houses in the target area;
- a plan to address education and/or job skills development of the existing residents;
- a vehicle for resident input into this plan;
- a project budget;
- a strategy to identify potential home buyers and market the neighborhood; and
- an identification of educational, social, recreational and other resources available to residents.

April 27, 1999

John Ammann, Director  
SLU Housing Law Clinic  
3700 Lindell Boulevard  
St. Louis, MO 63108

Dear John and Other Housing Issues Faculty,

In the early 1990's I was invited by Peter Salsich to make a presentation about this promising new form of neighborhood development called cohousing to the St. Louis Bar Association Housing Committee. Out of that meeting a loose collaboration of students and faculty from the Saint Louis University Law School and Washington University School of Architecture with assistance from my company, Neil Hubert of Blackwell Sanders Peper Martin law firm and others set out to explore the possibility of cohousing in the Hyde Park neighborhood. It was very early in the cohousing movement and Hyde Park was already in an advanced state of decline. Some fine rental housing was eventually established out of that initiative. Unfortunately the goal of establishing a working model of cohousing in St. Louis was not realized. The study itself, as you know, was very successful and has grown into your annual initiative.

I am writing first of all to thank you for that early pioneering effort and for the ongoing leadership and inspiration you are providing to our neighborhoods and communities and for the practical experience you are providing for your students.

I am also writing to invite you to participate in an exciting new cohousing initiative. Several departments at SLU have already contributed to this effort in a number of ways. The Law School has provided classroom space for cohousing meetings and workshops on several occasions over the past year and a half. John Ammann and intern Patsy Thimmig have done zoning research and helped negotiate parcel development agreements and letters of understanding with McCormack Baron Inc. They have done a marvelous job of drafting cohousing condominium covenants and bylaws. Kathy Hagedom, vice president, Human Resource Management is currently considering my request to establish a forgivable loan program for SLU faculty, staff and others interested in purchasing cohousing loft condos in the Culver Way Project.

We are building a broad based coalition. The Mayor's office, Alderman Kennedy, Northside Preservation Commission and others are in support of the project. (See letters and news articles.) Neil Huber is again assisting with legal work; and CDA, Grand Center, 2004 Team St. Louis, Metropolis and

others have all expressed strong interest along with a growing number of cohousing enthusiasts and potential cohousing buyers.

Specifically we are requesting assistance in developing:

- *Preliminary Architectural Plans and specifications.* (Students will have an opportunity to work with internationally known architects, authors and cofounders of the American cohousing movement, *Charles Durrett* and *Kathryn McCamant*, who are consulting on the project. They are also known for their award winning work in day care and public facilities design.)
- Developing a five year plan for the surrounding area. (Site is just one block from the proposed Grand Center West site that your students focused on last year and one block from a second cohousing site that ICBLLC is negotiating for. In addition, 20 to 30 unit blocks of the Westminster Place redevelopment come up for refinancing every five years and are in need of an exit strategy when subsidies run out.
- *Legal documents* including incorporations, sales contracts, lease agreements, parcel development agreements, zoning issues, easement issues, etc.
- Marketing studies and the development of a fair market housing plan.

In addition we are asking for sponsorship and assistance in planning the first Midwest Regional Cohousing Conference which we would like to hold at SLU and Culver Way Cohousing in the fall of 2000. Regional conferences are usually two to three days in duration and draw 100 or more participants from around the region and beyond.

We are seeking CDBG and HOME assistance from CDA to make a portion of the units affordable to low and moderate income buyers. Matching contributions will help to leverage these funds.

A letter committing your services to this project that could be submitted with the CDA application would be deeply appreciated.

*Culver Way Cohousing is an adaptive reuse of a 90,000 sq. ft., 1.5 acre complex* of historic commercial buildings and, neighborhood center and swimming pool in the middle of St. Louis City's first new urbanist neighborhood. We are within walking distance of major bus lines and MetroLink, the theatre district, Saint Louis University, shopping and restaurants. Within ten minutes are: Forest Park, the Central West End, U-City Loop, downtown, Missouri Botanical Gardens, Soulard Farmers Market, Highway's 40/64, 44 & 70 and a host of other city amenities.

When completed we will be about *53 loft condos clustered around a central atrium and roof top pedestrian walk ways on three levels.* Common facilities will include a common kitchen and dining terraces within the atrium, a 2,400 sq. ft. community playhouse/theatre, entry hall, public bath rooms, guest rooms, laundry, shop, indoor and outdoor children's play areas, teen room, interior gardens, fountains and waterfalls. There will also be private and

common roof gardens, decks, balconies, courtyards and patios; basement and surface parking, and extensive gardens and play areas surrounding a Victorian mansion Bed and Breakfast across the alley from the main site.

Units range from 250 to 1600 sq. ft. and \$35,000 subsidized to \$260,000 market rate. We are applying for subsidies on 36 of the units to make them affordable to low to moderate income buyers. \$3,500 forgivable down payment and closing cost loans are currently available to income qualified buyers. All buyers will receive a twenty-five year property tax abatement.

Enclosed please find:

- Culver Way Cohousing Brochure
- News Articles
- Letters of support
- Elevations, proposed site, unit and common space plans.
- Draft CDA For Sale Application
- Culver Way Preliminary Plan

Please don't hesitate to call with any questions. Thank you again for your interest and thank you in advance for your thoughtful consideration of the enclosed materials and request for assistance.

Sincerely,

Tom Braford