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CHRISTOPHER HYLAND INCORPORATED

January 22, 1993

Mr. Eli Segal
The White House
1600 Pennsylvania Avenue, NW
Washington, DC 20500

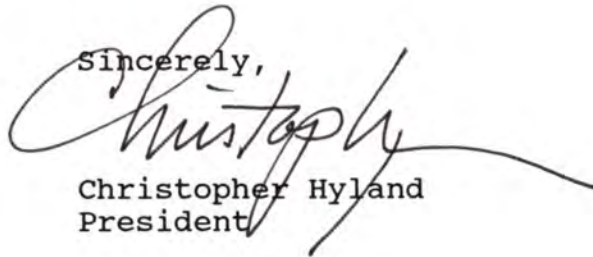
Dear Eli,

Enclosed please find a copy of some material sent to me by Ron Shiffman regarding the Community Service Program of the Pratt Institute Center for Community and Environmental Development. I am sure you will find this of interest.

Congratulations on your new position. You deserve it most heartily. I wish you lots of luck.

I am

Sincerely,



Christopher Hyland
President

Pratt Institute Center for Community and Environmental Development (PICCED)

January 15, 1993

379 DeKalb Avenue
Steuben Hall, 2nd Floor
Brooklyn, New York 11205
718 636-3486
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Mr. Christopher Hyland
979 Third Avenue
Suite 1714
New York, NY 10022

Dear Chris,

As promised, I am sending you backup material re: **The Community Service Program**. Please pass this package along to Eli Segal, or to anyone else who it might be appropriate.

Enclosed, please find:

- **Community Development/Community Service Fellowship Program developed by Pratt Institute Center for Community and Environmental Development**
Discussion Paper: June 1992

A description of the Community Development/Community Service Fellowship Program we developed which seeks to engage African-Americans, Latinos, Asian-Americans and women in community economic development.

- **Articles**

A historical series of articles which highlights PICCED's work in community service activities.

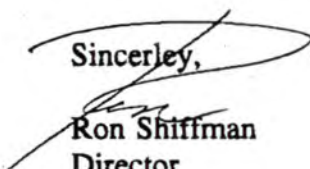
- **Pratt Community Economic Development Internship Program Description**

An overview of the Internship program which provides in depth training to community-based development practitioners.

- **PICCED Brochure and Viewbook**

Once again, thanks for your assistance.

Sincerely,


Ron Shiffman
Director

Community Development/Community Service Fellowship Program
developed by
Pratt Institute Center for Community and Environmental Development
Discussion Paper: June, 1992

Introduction

The Community Development/Community Service Fellowship Program is planned as a national program to prepare African-Americans, Latinos, Asian-Americans and women from across the country to assume leadership positions in the fields of planning, community development, and community economic development. The Fellowship emphasizes the importance of community service as an integral part of the education process.

This discussion paper describes the Community Development/Community Service Fellowship Program, for implementation at Pratt Institute through PICCED (Pratt Institute Center for Community and Environmental Development) and the Graduate Center for Planning and the Environment. We feel strongly that this program could serve as a model providing options of service careers within President-elect Bill Clinton's community service initiative. The Community Development/Community Service Fellowship Program could be replicated by a great many colleges and universities with undergraduate and/or graduate programs in Urban Planning or Community Development.

A National Program

To assure that it is a truly national program, we would draw upon the resources and input of several major national community development organizations, among them the Center for Community Change, the Development Leadership Network, the National Congress for Community and Economic Development, the Council for Community-based Development, the National

Economic Development and Law Center, the National Low Income Housing Coalition, the National Urban League, the Mexican-American Coalition and the National Council of La Raza. Community development intermediaries such as the Local Initiatives Support Corporation and the Enterprise Foundation would also be contacted. PICCED already works closely with many of these organizations and would seek their active participation through a national advisory council for the recruitment, selection, and placement of Fellowship candidates. The advisory council would also participate in program evaluation and the enhancement of existing community development education and training curriculum, nationwide.

For the PICCED program, Fellows would be drawn from the New York, New Jersey, and Connecticut region as well as communities across the country. Recruitment meetings would be conducted regionally to assure a representative selection pool and a diverse group of highly qualified candidates. A portion of the recruitment budget would be set aside for participating members of the advisory council.

Master's Degree Program

The experience in training adults through our Community Economic Development Internship certificate and graduate level programs, combined with our experiential base of providing direct technical assistance to neighborhood organizations uniquely position PICCED to train the student body targeted by this program. In addition to our ongoing community economic development certificate program, we are proposing a flexible 24-36 month master's degree program. Graduates would receive either a certificate from PICCED or a Master of Science in City and Regional Planning with a concentration in Housing and Community Economic Development from Pratt's Graduate Center for Planning and the Environment.

Similar degree options could be made available at any participating college or university.

Recruitment Criteria

Prospective students for this program would be individuals who have not had access to professional and management positions in community development corporations and related neighborhood organizations. Recruitment would be targeted to African-Americans, Latinos, Asian-Americans and women. While the specifics of the selection criteria are still being developed, several important factors are shaping our ideas. The goal of the program is to

increase the number of people from the target populations participating in the community development field. We wish to attract individuals who possess the intellectual capacity and social commitment as well as the creative and risk-taking qualities necessary to advance in the field. They would include both those who have already demonstrated high achievement in either their education or work experiences, and those who have demonstrated ability and aptitude, but have not yet had the opportunity to excel in leadership positions. The overall goal is to attract to the field people who would play a critical role in the management and leadership of community development organizations and who would influence the development of innovative community policies. While prospective students could be drawn from a variety of sources, the following represent target groups which would be the focus of our recruitment efforts:

- graduates from Historically Black Colleges and Universities
- veterans and returning Peace Corps volunteers
- people who are underemployed and aspire to professional careers and management positions
- professionals who are considering changing their careers

Preference would be given to individuals who are living and working in low-income communities. Before selection, finalists for each class of 30 (perhaps 35-40 in number) would participate in a 2 week seminar in a retreat setting as a means of building community, diagnosing individual capacities and academic needs, and screening out those not likely to complete the program. A portion of the recruitment budget would be set aside for this preselection seminar.

The Community Development/Community Service Fellowship Program

The Community Development/Community Service Fellowship Program would contain three components:

- 2-3 years of an academic course of study
- Internship Placement in a community development or planning organization
- 3 year commitment to a professional position in the community development field

Academic Program

The Fellowship Program, with its internship component, can be completed in two to three years. We recognize that the target population for the program has complex life and work responsibilities, which too often limit academic advancement. These specialized needs would be accommodated in three flexible study options:

- Option 1: Intensive seminar plus weekend sessions held periodically over a 30 month period. Work placement would be national under this option.
- Option 2: Core Program, two to three days per week over 24 to 36 months. Work placement would be regional under this option.
- Option 3: Full-time, Core Program, two to three days per week over 24 months. Cooperative local, regional and national placements for one trimester per year would be available under this option.

Fellows would be enrolled in a rigorous course of study on topics such as the theory and practice of community development and planning, successful approaches to combatting poverty, land use, environmental management, community organization, strategic planning, financial packaging, program and staff capacity-building, leadership and board development. Additional courses would focus on economic development strategies, innovative loan methods, organizational management and theory, and public policy. Course offerings at other institutions would vary.

Internship Placement

Because retention in the field is an important goal, a major component of the Fellowship would be the experiential placement of each Fellow in a community development corporation or related organization, during the course of their 2 years of study. This would take place in two ways: either in full-time placements while attending school or, in the case of full-time core students, during their trimester off. Funds to offset the costs of employing Fellows would need to be budgeted.

Post-Degree Placement of Fellows

As currently defined, the Clinton plan offers community service opportunities in the fields of teaching and community policing. Through this program, we propose broadening that definition to include service options in the fields of urban planning and community and economic development. Service options would be offered in the social services that address the needs of residents of low-income communities, as well. Upon graduation from the program, Fellows could fulfill their community service requirement in positions with community development corporations, non-profit community development or social service organizations, and public agencies working in community development or the social services. We would draw upon the expertise of our advisory council and a network of national organizations to develop appropriate placement options around the country. The program administrators at each college or university would assume responsibility for such placements.

Evaluation

We plan to conduct an independent evaluation of the program. Outcome measures would be established at the front end with input from the advisory council. Mid-course adjustments would be made in conjunction with the council. An overall evaluation report would be conducted annually.

Benefits of Program

The Fellowship Program would graduate 30-45 Fellows with master's degrees and/or certificates annually. The following benefits would also result for:

- **The Student**

- career advancement through a matrix of opportunities established in the program
- increased and sustained opportunities for minorities to enter the field and to fill staff positions in community development organizations.
- increased empowerment of local residents to participate in the revitalization of their communities.

- The Community Organization
 - increased internal capacity
 - broadening of their community base
 - opportunities to share techniques and strategies with others across the country
- The Field of Community Development
 - new knowledge and the potential to establish community development standards
 - information exchange
 - increased opportunities to introduce planning and public policy concepts

Financial Assistance

Each Fellow would receive a full financial package comprised of a partial scholarship grant (50%) and a low-interest loan (50%) for tuition, room, board, and related expenses. In keeping with the objectives of the President-elect's proposed community service initiative, each graduate would contract to complete three years of community service in a community development organization upon graduation from the program. The loan would remain low-cost with payments at no more than 5% of salary after the community service obligation is over. Should the Fellow leave the program before completing their degree requirements, or not meet their 3 year community service obligation, the entire scholarship grant and loan would be combined and converted to a market rate student loan.

Implementation

Pratt's experience in educating master's degree students at its Graduate Center for Planning and the Environment and in training professionals through its Community Development Internship Program, as well as its direct link to communities through technical assistance and policy initiatives positions us to take on the Community Development/Community Service Fellowship Program ... it is a logical extension of our experience, our work, and our mission. We are confident that with this depth of experience, we could get the proposed program off the ground expeditiously. We feel strongly that the President-elect's proposed community service initiative offers a tremendous opportunity to expand this program, and make a significant impact in low-income communities nationwide.

PRATT COMMUNITY ECONOMIC DEVELOPMENT INTERNSHIP

Program Description

January 1993

For further information contact:

**Ron Shiffman, Director
Rudy Bryant, Associate Director for Training
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BACKGROUND

The Pratt Institute Center for Community and Environmental Development (PICCED) is the oldest university-based community development planning, training and technical assistance organization in the country. Founded in 1963 with a grant from the Rockefeller Brothers Fund, PICCED's original goal was to create a partnership between Pratt's planning department and local organizations struggling to address issues of urban deterioration and poverty. Working closely with community-based organizations and their constituencies, PICCED offers an array of education, training and technical assistance services. These programs emphasize coalition building and the empowerment of residents through ownership of the community development process -- from planning and decision-making to development and eventual management of completed projects.

The Pratt Community Economic Development Internship grew out of PICCED's concern in the early 1980s about the ability of nonprofit community-based organizations (CBOs) to survive and grow in an era of rapidly changing federal policies and sources of funding. With the onslaught of "New Federalism," the main responsibility for social and economic problems was being passed from the federal government to local governments and nonprofit organizations without a commensurate shift in funds. Many of our client groups were facing a great challenge to their survival because they were being forced to take on new roles in dealing with the complex problems of urban, low-income neighborhoods. Their roots were in advocacy around such issues as neighborhood displacement and the need for open space, education, housing and health care, and they had built their skills in tenant organizing, community planning, and lobbying their elected representatives on issues and programs affecting tenants, homeowners and merchants. In New York City, many CBOs were gaining ground in their well organized efforts to pressure the City to respond to the growing number of abandoned buildings that were being held in public ownership. Yet, as the housing and economic crisis deepened, those involved in community development efforts came to see that something beyond the traditional advocate/service deliverer role was required if community organizations were to have a real impact, not just on housing, but on the overall economic and social well-being of their neighborhoods.

In this context, the director of the Center and several other community development experts were brought together by Public/Private Ventures to determine what skills and expertise CBOs needed to undertake development and function more effectively in the current economic climate. This planning effort led to the formation of the National Community Economic Development Internship Program, which is run by the Development Training Institute in Baltimore, Maryland.

In designing the National Internship, it was determined that there were some regions of the country where the need for this human resource initiative was large enough to support an intensive training program serving twenty to twenty-five participants in any given year. New York City, because of its rich history of community development activity and the presence of the Pratt Center, then a twenty-year-old technical assistance provider, seemed the logical place to test this notion. With initial three-year funding support from the Charles H. Revson Foundation and the Rockefeller Brothers Fund, the Pratt Community Economic Development Internship was launched.

Over 170 community development practitioners have participated in the program in the seven training cycles that have been completed since the program first began. The organizations that have sent their staff through the program have demonstrated remarkable success in their housing and economic development initiatives. Through the strengthened technical skills and management capacities of their senior staff, these local community development organizations have undertaken an impressive array of efforts to produce low-income and special needs housing and to create locally-based economic development enterprises.

PROGRAM METHODOLOGY

Since the program's inception, we have placed a special emphasis on the recruitment of minority and women participants who have had a wide range of prior experience in working for community-based organizations and related public agencies. This focus is based on the belief that the success of community economic development initiatives hinges on the leadership of individuals who have a base in the low-income neighborhoods they serve. While many participants have great proficiency in organizing and service delivery, they may not have much experience in formal training and education. The following are the key assumptions that underlie the design of the program:

- Training and technical assistance activities must be flexible enough to respond to the varied strengths and weaknesses inherent in the participants (both on the part of organizations and individuals with differing skills and educational backgrounds).
- Many participants in training and technical assistance programs are working adults who may be reluctant to engage in these types of activities unless tangible benefits are readily apparent to them and their organizations.
- Training and resource development programs must be sensitive to the fact that some participants may have been out of school for many years, and may have fears about immersing themselves in a formal learning environment.

In response to these parameters, PICCED bases its training and technical assistance activities on the following educational philosophies:

- Training and human resource development is most effective when it is grounded in hands-on experience. Therefore we link training activities to the actual ongoing work of the program participants. As much as possible, "classroom" work is followed with "practicum" assignments that help to elucidate and amplify the training and further the participant's work in a practical way.
- Learning is synergistic. That is, in a dynamic learning environment, program participants learn best from each other. Therefore, whenever possible, training is designed for and delivered in small groups that allow people to benefit from each other's career experiences and areas of expertise.
- The learning community itself can become the basis for professional referrals, linkages and networks among practitioners and community development organizations that broaden and strengthen their long-term organizational capacity. Therefore our programs are designed to maximize opportunities for participants to build working relationships.

PROGRAM FORMAT AND CONTENT

The Internship is conducted by PICCED through five residential retreat sessions held in upstate New York. This unique format helps to strengthen the cohesiveness of the group and enables Interns to benefit from each other's experiences and particular strengths. The agenda during these sessions includes immersion in coursework material, small group tasks and problems, and discussions among participants about their personal, professional and organizational backgrounds and pursuits. Each workshop combines skill building exercises with hands-on technical assistance on both project and organizational issues. By making extensive use of case studies, simulation exercises and "practicum" assignments, the program strengthens the participant's management, financial packaging and negotiating skills. Over the nine-month period, interns design and package a housing or commercial development initiative for their sponsoring organizations, enabling them to apply what they have learned in the classroom to actual projects.

The instructional material delivered during the workshop sessions is divided into the following five core components:

- **Accounting:** covers the principles and practices of accounting and financial analysis for business ventures and nonprofit sponsors. Interns learn the skills needed to interpret financial statements, prepare for audits and manage financial accounting matters.
- **Commercial and Business Development:** focuses on the concepts and techniques of selecting a business development strategy and identifying, packaging and managing business development ventures. Interns are equipped with the tools to identify and screen venture opportunities, structure private sector financial participation, package projects for investment and establish and manage business development ventures.
- **Real Estate Development:** provides interns with a comprehensive overview of the real estate development process for housing and commercial properties. This component covers financial analysis, financing techniques, analysis of the legal, tax, economic and market constraints on various types of development, the preparation of development packages, and the formation and management of the development team.

- **Organizational Effectiveness:** builds the capacity of participants to diagnose management issues and utilize appropriate intervention strategies within their organizations. Each intern completes a management assessment which helps them to evaluate their organization's community development strategies in the context of their management needs.
- **The Integrative Workshop:** is designed to encourage participants to put what they learn in their "hard" courses – business development, housing and real estate development – into a physical, social, political and organizational context. It places a special emphasis on ways that diverse community development strategies can address issues of poverty and bring about qualitative changes in the lives of residents of low-income communities. A historical and policy perspective on community economic development and the current state of the field is followed by an intensive focus on the practical skills of planning, designing and implementing an economic development strategy. As an open forum, it fosters networking and information sharing about the practical application of various community development strategies to the current environment of the intern's neighborhood.

In addition to the five workshop sessions held in upstate New York, the Internship includes a Mid-Year Seminar which takes place on Pratt Institute's Brooklyn campus. During this seminar, past graduates and other experts in the field are invited to make formal presentations and engage in small group discussions with program participants. Topics have included: worker-owned cooperatives, ownership transfer programs, housing cooperatives, and strategic financial planning.

During the interval between workshops, interns work on "practicum" assignments that require them to go through a step-by-step process in which they design and plan an actual project for their sponsoring organization. Readings, written assignments, technical assistance and study groups help to reinforce the intensive material presented in the workshops.

Throughout the year, interns are assisted by faculty and staff to achieve clearly stated goals and objectives. During the first workshop, interns create their own learning plans, which are reviewed at each subsequent workshop to enable them to assess their accomplishments in the context of their individual goals.

In the fourth workshop, interns specialize in one of two advanced courses of their choosing:

- **Housing Development**
- **Commercial and Industrial Development**

These courses culminate with the Simulation Exercise, which is a three-day case study in which interns structure a housing or commercial deal by negotiating with key players in the development process. These players are acted by actual bankers, representatives from public agencies, community development practitioners and social service providers who come to the workshop site for the exercise. This segment serves as the capstone of the program, requiring the interns to use the skills developed in all their coursework in a true-to-life situation.

PROGRAM STAFF

The administration of the program is carried out through the strong leadership of Rudy Bryant, PICCED's associate director for training. Rudy's 25 years of experience at PICCED, coupled with his study of real estate development as a Revson Fellow at Columbia University, has been particularly useful in developing the program and providing support to the interns. In addition to his extensive experience in community economic development, Rudy has had wide exposure to organizational development issues through his technical assistance and volunteer experience on various nonprofit boards of directors. This on-the-ground experience has been complemented by his study at Columbia's Institute for Not-for-Profit Management. Rudy provides overall direction for the academic and administrative aspects of the program, develops and teaches parts of the Integrative Workshop, and provides technical assistance and support to interns and their organizations.

Since 1989, Rudy has been assisted by Leslie Hewlett who serves as the manager of training. Leslie is a 1991 graduate of the Development Training Institute's National Internship Program and has prior experience in coordinating training programs in the private sector. Her participation in the national program has enhanced her capacity to provide tutorial support to participants in the program.

FACULTY

PICCED has a strong track record in attracting and retaining skilled and dedicated faculty for the Internship. Several of the core course have been taught by long-term faculty members. Bill Hoffman, of ETC Network, has taught the Organizational Effectiveness component of the program since 1983. He has also developed, refined and run the negotiation and simulation exercises. Charles Rial of Shorebank Advisory Services, a subsidiary of South Shore Bank in Chicago, has been teaching business development in the program over the past several years. Greg Ptucha, also of Shorebank, teaches a portion of the Business and Commercial Development component of the program. Robert Ream, a program manager at the Low Income Housing Fund with extensive experience in the housing development field, teaches the Real Estate and Housing course. Joe McNeely of the Development Training Institute teaches the Nonprofit Law and Tax curriculum. Joan Byron, director of the Pratt Planning and Architectural Collaborative, teaches a segment on managing the development process. Ron Shiffman, director of PICCED, has taught the History and Philosophy of Community Economic Development over the entire course of the program.

In addition to these full-time faculty members, two assistants provide additional academic support to the interns. These staff members are available for telephone consultation and one-on-one tutorial sessions. Dean Zias, associate planner at PICCED, instructs interns on how to solve real estate equations on the calculator and serves as a teaching assistant for basic math skills, business development and accounting. Joe Weisbord, a housing planner at PICCED and a graduate of the 1990 Internship class, serves as a teaching assistant in the Housing and Real Estate course.

PARTICIPANT PROFILE

Through our active recruiting efforts, we have maintained a high level of diversity -- geographically, racially and in gender -- among the Internship participants. The total number of participants who have either completed or are currently enrolled in the Internship program is 194. Of this number, 129 are from New York City, 35 from other areas in New York State, 7 are from New Jersey and 16 are from Connecticut. A few others have been from other parts of the country and abroad.

Over the long-run, our efforts to recruit women, African-Americans, Latinos and other minorities have been very successful. To date, 65% of the participants have been minorities and 53% have been women. The diversity that has characterized the Internship is one of the great strengths of the program. Individuals with strong racial, ethnic, religious and community identities not only work together as an integrated group, but develop personal friendships and professional associations which extend well beyond the limits of the program itself.

In recent years we have begun to include participants from abroad. Through its South African Career Development Fellowship Program, the Institute for International Education has provided full scholarships for four South Africans to participate in the Internship. Other international students from South Africa, India, and Senegal have been able to participate with the support of various private sources. This broadening of the geographic diversity of the participants is linked to PICCED's efforts to promote the mutual exchange of information and ideas among community economic development practitioners working at the grassroots level throughout the world. We believe that this exchange is beneficial not only to practitioners from abroad, but enriches the learning experience of participants from the local New York region.

PRACTITIONER NETWORKS

One of the primary benefits of the Internship to the community development field is the formation of practitioner networks that have a life beyond the Internship itself. A formal network of alumni from the Pratt Internship -- the Association for Community Empowerment (ACE) -- has been functioning for close to four years. Another formal network -- the Development Leadership Network (DLN), a national organization -- is composed of graduates of Pratt's Internship and the Development Training Institute's National Internship in Community Economic Development. Both networks have helped to facilitate peer-to-peer consultation and support. They have helped many interns to overcome the problems of isolation, and have encouraged them to participate in policy and program development within their organizations and on a local, regional and national level.

In the fall of 1993, ACE and the DLN will be co-sponsoring a national conference in New York City that will focus on the state of community development and its future direction. It will be held in a retreat setting so that participants have the opportunity to meet informally and share information. A variety of formats, including panel discussions, policy roundtables, case studies, practitioner interchanges, peer-to-peer counseling, regional forums and continuing education workshops are being planned. The conference will coincide with the celebration of PICCED's thirtieth year of operation.

OPPORTUNITY FOR GRADUATE LEVEL STUDY

Unlike many other technical assistance providers and intermediaries, the Center is affiliated with an institution of higher education and is therefore able to award credit and grant degrees to community-based practitioners. Through its close working relationship with the Pratt Institute's Graduate Center for Planning and the Environment (GCPE), PICCED is able to provide these practitioners with a matrix of educational opportunities. In 1991, a major new opportunity for graduates of the Internship to obtain their master's degrees was created through the Pratt Graduate Fellowship. This program, which is conducted jointly with the GCPE, is open to graduates of either Pratt's or DTI's Internship programs. Those who choose to continue with their studies are awarded up to thirty credits of advanced standing, depending on the prior academic preparation and achievement of the candidates.

The Fellowship is run in a special intensive trimester format, in which each semester consists of a week at Pratt Institute's Brooklyn campus, followed by four to five weekends over a four month period. This format is especially helpful in enabling participants from outside of New York City to complete their course work for the master's degree within a year after completing the Internship, while continuing to work for community-based organizations and other related entities. To date, thirty graduates from the first seven classes of the Internship are currently enrolled in Pratt's Graduate Fellowship Program. An additional twelve former interns have successfully completed the graduate program.

One major objective of this initiative has been to enable students without bachelor's degrees to pursue credit equivalency and to earn their graduate and bachelor's degrees simultaneously. The program greatly expands opportunities for community advocates and practitioners in low-income communities to build their professional careers in community development and planning. It has also had a beneficial impact on the community-based organizations for whom they work by providing them with a highly trained cadre of practitioners with roots and contacts in the field and in the local community.

Uprooting Poverty Through Community Development

It's time to rethink our notions about
the role of community development in ending poverty.

BY RON SHIFFMAN

"In using the metaphor of uprooting poverty we wish to emphasize the need for radical action... We use the metaphor because it suggests a paradigm of growth rather than of engineering. Whilst it is helpful and encouraging to think of rebuilding or reconstructing...we believe it is important not to lose sight of the extent to which society is an organism that grows rather than a structure than can be dismantled and reassembled like a motorcar engine. Strategies against poverty involve not only pulling up the roots of processes that impoverish people but also planting (and nurturing) those seeds that will produce good fruit."—Francis Wilson and Mamphela Ramphele, "Uprooting Poverty: The South African Challenge."

About this time last year, I was in South Africa to assess the prospects of launching a community-controlled, community-based economic development initiative that would be independent of the apartheid government. While there are many differences between South Africa and the United States, the sharp contrasts between black and white, between the business districts and the townships and between wealth and poverty were painfully familiar to me.

A comparison between the two countries is not really accurate because overt racism is the law in South Africa but outlawed here. Still, the reality is that racism and economic injustice has had and continues to have a dramatic impact on our nation's communities and the opportunities that are available for poor and minority residents.

Following my trip to South Africa, I became increasingly aware of the economic vitality of some parts of New York as compared to the neglect and devastation in other sections of the city. When I think of the differences between the Upper East Side of Manhattan and East New York, Brooklyn, I see a reflection of South Africa's apartheid cities—and our own need to struggle against racism and inequality and to overcome economic injustice by uprooting poverty.

The notion of uprooting poverty captures the connection between community development and strategies to

eradicate poverty. There's another aspect as well—the notion of uprooting some of our ideas and thinking on these issues. As community development has grown over the past 25 years into an institutionalized profession with particular areas of specialization, the idea of a comprehensive, integrative approach to rebuilding and empowering our low income neighborhoods has suffered.

Early Ambitions

Launched in the 1960s, the War on Poverty was one of the most ambitious initiatives designed to address poverty in the United States. Fueled by the civil rights movement and a federal budget surplus, the Kennedy and Johnson administrations began to develop major policy initiatives to eradicate poverty. The programs focused on community development as a means to bring about social, economic and physical revitalization of poor neighborhoods.

These initiatives were a response to the growing awareness of poverty and the recognition that the slum clearance projects of the 1950s and the urban renewal initiatives of the early 1960s had, in many cases, exacerbated the problems of poverty rather than increased opportunities for poor people in the United States.

Experience gained from urban renewal efforts, the Marshall Plan in Europe, United Nations initiatives in developing countries and the Gray Areas program of the Ford Foundation, which merged the idea of physical revitalization with neighborhood organizing, helped shape the concept of community development then prevalent in the United States. It was more than just physical revitalization. Community development meant a community's economic and social revitalization and cultural growth as well. Arguing that poor communities have the resources and the will to address their own problems, community development proponents called for full participation of the poor along with that of government.

Successful community development, as envisioned then, was based on the idea of empowerment and recognized all of a community's needs. It sought to develop opportunities for personal, group and community growth.

"The conception was that being poor is not an individual affair but rather a systematic disease that afflicts whole communities," Stewart Perry is quoted in Neil R. Pierce and F. Carol Steinbach's book, "Corrective Capi-

talism." "Deteriorated housing, impaired health, nonexistent or low wages, the welfare assault on self respect, high crime rates, low tax base and reduced police and school services, child neglect and wife abuse, and always the continuing export of human and financial capital—all these feed on each other... nest together to create the impoverished community. [Thus the need for] a community-based and comprehensive approach to improving the local economy rather than trying to desperately somehow rebuild each individual so she or he can leave the impoverished conditions behind."

This kind of approach is often alien to macroplanners, grants officers and government officials, who tend to view things programmatically and categorically. But to those who live under the crushing weight of poverty, it is viewed as essential. Indeed, it is at the local level that one feels the impact of poverty's toll and senses the potential for comprehensive change. For this reason, the community development movement and other similar initiatives were embraced by many people and communities.

Community Action

Beginning in 1949, the Pratt Institute Center for Community and Environment Development worked closely with a coalition of grassroots organizations in Brooklyn's Bedford-Stuyvesant area. They were among those who joined the community development movement in the early 1960s. Initially, the coalition attempted to attract city support for a new approach to the renewal of the community and discouraged the acceptance of the segmented programs that were being offered. Arguing that this approach would raise expectations the city could not meet, the City Planning Commission rejected the community's request to initiate a comprehensive development plan for Bedford-Stuyvesant.

The coalition brought together by the Central Brooklyn Coordinating Council responded by finding a way to organize the initiative itself. Thus, the idea of a self-incorporated group with the mission to initiate a comprehensive community development effort emerged. As a result of this effort, one member of the City Planning Commission arranged for a meeting between the Bedford-Stuyvesant group and Sen. Robert F. Kennedy. This meeting eventually led to the creation of one of the nation's first community development corporations (see *City Limits*, October 1987).



HAZEL HANKIN/IMPACT VISUALS

At a conference on community development held in Bedford-Stuyvesant on December 9, 1966, Kennedy announced the formation of what was to become the Bedford-Stuyvesant Restoration Corporation, the first community development corporation in the nation. He said: "Eight months ago, we found our views on the crisis before us to be in close correspondence. You through a manifesto... and I

in a series of speeches on the urban crisis, each proposed programs to meet this crisis in a comprehensive and coordinated effort, involving the resources and energies of government, of private industry, and of the community itself.

"We argued that the necessary program begin with the physical reconstruction—because it is needed for its own sake to provide decent and pleasant homes and neighborhoods, but more importantly, as a base and focus for the creation of jobs—well-paying, dignified work, trades and skills which will be useful for a lifetime. Indeed, we see our aim as a vital, expanding economy throughout the community—creating jobs in manufacturing and commerce and service industries."

What Robert Kennedy outlined was a conceptual framework for a comprehensive and integrated community planning and development effort. His speech recognized that the efforts of community residents combined with those of the private sector and of government could bring about the economic, social and physical revitalization of some of our most impoverished areas.

Vital to this approach is the idea that community development requires residents' participation not only in decision-making but also in the production, management and control of locally produced goods and services.

This type of community development also helps promote the formation and maintenance of locally based institutions, including religious institutions, schools, day-care facilities for young and old, health centers, stores and recreational facilities. Strong local institutions provide the framework for the emergence of social organizations and the creation of economic opportunities for residents of low income communities.

Persistent Poverty

The years since 1964 have brought many changes, both in public programs and attitudes towards poverty. But the result has been an adverse effect on low income and disenfranchised communities. The "economic sur-

pluses" of the 1960s have evolved into the "scarcity" of the 1970s and the "deficits" of the 1980s. Liberal initiatives of the early 1960s to empower low income communities socially, economically and politically shifted by the late 1960s and 1970s to a service and maintenance approach, and now in the 1980s and 1990s, to laissez faire policies resulting in neglect. These shifts have exacerbated poverty and, commensurately, racism and class conflict.

As the national economy devolved from the robust '60s to the deficit-riddled '90s, there's also been a corresponding increase in joblessness, underemployment, welfare dependency and severe social disruption marked by alarming rises in drug use and crime. These develop-

ments have undoubtedly been exacerbated by the policies of neglect that have dominated domestic policy for more than a decade. These trends—both in numbers of families affected by poverty and their geographic concentration—are likely to continue unless significant steps are taken.

Urban sociologists, researchers, foundations and public policy activists are again debating strategies to address the persistent poverty that prevails in many communities. To a great extent, the debate is concentrated among academics who focus on the nature and causes of persistent poverty. Policies to address these problems are being discussed primarily within a narrow professional setting instead of among a broad array of professional

Poverty: The Affluent Society Keeps Producing More Poor Families

Perhaps one of the most stunning features of America in 1990 is the amount of poverty that still exists despite seven years of economic growth and relatively low unemployment.

In 1988, 32 million Americans were officially defined as poor, an increase of 7.5 million since 1978. The rate of poverty increased from 11.4 percent to 13.1 percent despite a drop in the rate of unemployment.

The actual number of poor people may be much higher—24.1 percent—according to a study by the Joint Economic Committee, which updates the way poverty is measured.

The official poverty rate is based on 1955 data about the way American families spend their money. Among other changes, families today must pay a higher proportion of their income on housing (42 percent versus 34 percent, with low income families paying an even higher percentage) and much more on child care (there were many fewer one-parent families and working women in 1955.)

Even using the official poverty rate, the growth in the number of poor children has been alarming. In 1987, one in every five was poor, a total of 12.4 million, a 25 percent increase in a decade. One in four children under six fall below the poverty line (a total of five million children), according to a recent report of Columbia University's National Center for Children in Poverty.

Nearly 50,000 of these children live in detention centers, hospitals, foster homes and mental health facilities, according to a report of the House Select Committee on Children, Youth and Families. A similar number are malnourished, according to an interim report of the National Commission on Children.

While many still argue that high rates of poverty among minorities drive up our overall rate of poverty (31.6 percent of blacks and 26.8 percent of Hispanics are poor versus 10.1 percent of whites), two thirds of the poor in this country are white.

The poor are also poorer than they were 10 years ago. In 1978, the median poor family's earnings were \$1,930 below the poverty level. The income of the poorest fifth of families dropped by 14 percent while the income of the wealthiest fifth increased by 17.5 percent.

One reason for the increase in the severity of poverty is cuts in anti-poverty programs. Adjusting for population growth and inflation, total spending on food stamps, welfare and child nutrition fell an average of two percent between 1981 and 1987. As a result, the "safety net" is rescuing fewer people. Whereas poverty programs lifted half the poor out of poverty in 1979, they lift but 42 percent today, according to the Center on Budget and Policy Priorities.

The cost of government simply providing basic necessities to the poor (food stamps, welfare payments, housing assistance, health care) exceeds \$150 billion a year, according to figures compiled by economist Sar Levitan in his report, "A Proper Inheritance: Investing in the Self-Sufficiency of Poor Families."

This figure would be considerably higher if all the poor benefitted from these programs (less than half of those eligible receive food stamps; less than half of the poor participate in Medicaid; only 29 percent of poor renters received housing assistance in 1985.) This figure would also be higher if the programs provided enough support to give people at least a poverty level existence (the assistance given to three-person families in 32 states is less than 50 percent of the poverty line, according to a study by the Center on Budget and Policy Priorities).

But long-term studies have demonstrated that this cost could be brought down over time if we invested more money now in preventative programs, such as preschool development, according to a Ford Foundation report, "The Common Good: Social Welfare and the American Future," which states, "The few existing in-depth, long-term studies show that good-quality preschool development programs can improve poor children's achievement throughout the school years, reduce the rates of teenage pregnancy and dependency on welfare." □

Excerpted from, "America's Third Deficit: Too Little Investment in People and Infrastructure," prepared by the Center for Community Change. The report was written by Timothy Saasta, with assistance from William Hamilton, and can be obtained by sending \$3 to CCC, Publications, 1000 Wisconsin Avenue, Washington DC, 20007. For information on bulk rates, call 202-342-0519.

sectors. Missing almost entirely from this discourse are the community groups and the poor themselves.

Limited Expectations

One of the most disturbing legacies of the Reagan-Bush era is the general acceptance of the inevitability of poverty by government and by many of the foundations that fund local anti-poverty programs. There's a growing sense afoot that our ability to bring about positive social and economic change is severely limited. To the extent that community groups, activists and community development corporations accept these limitations, they appear to be reducing their scope and their perception of what can be accomplished to a narrow range of activities.

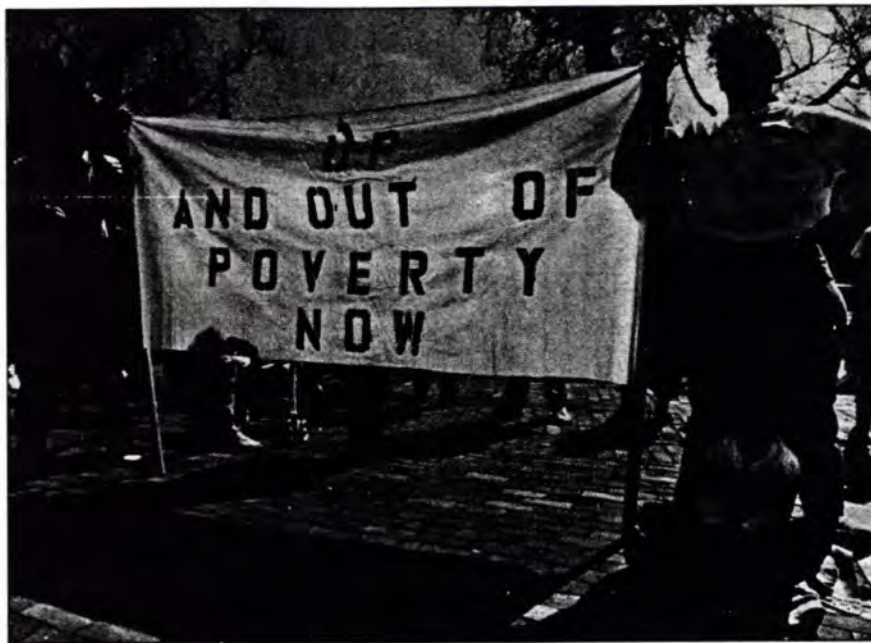
This trend has resulted in the severe diminution of potentially effective community-based development strategies that attempt to address a number of interrelated problems—from affordable housing to jobs to day care. Given the nation's declining economy, it would be naive to believe that a comprehensive community-based plan could significantly alter overall prospects for low income people without a healthy and equitable macro-economic development climate.

Nevertheless, as the executive panel of the Ford Foundation's project on social welfare and the American future states, "A healthy economy, while essential, will not of itself generate the human investment and mutual caring that are necessary for a strong, just society. And while America has grown properly skeptical of programs that foster dependency, it has also learned that it is futile to ask people to take greater personal responsibility for their lives unless they have a real chance to escape from the material conditions that foster insecurity and despair. The deeper issue is the need to create a fairer system in which all will share both obligations and benefits."

Proposals for the revitalization of inner-city neighborhoods like those fostered by William Julius Wilson, a sociologist from the University of Chicago, are feasible only if they are supported by community or workplace organizing efforts. Without such organizing, it would be impossible to achieve the national consensus needed to get the policies adopted that would promote economic growth, job creation and housing development.

Avenue of Opportunity

Near the end of his 1966 speech announcing the formation of the Bedford-Stuyvesant Restoration Corporation, Sen. Robert Kennedy said: "If we here can meet and master our problems, if this community can become an



MARILYN HUMPHRIES/IMPACT VISUALS

avenue of opportunity and a place of pleasure and excitement for its people, then others will take heart from your example and men all over the United States will remember your contribution with the deepest gratitude. But if this effort—with your community leadership, with the advantages of participation by the business community, with full cooperation from the city administration and with the help of the outstanding men in so many

fields of American life—if this community fails, then others will falter, and a noble dream of equality and dignity in our cities will be sorely tried..."

The reality in 1990 is, despite some exceptions, that "outstanding men [and women]" of business and government, who, by withdrawing their support and resources, have failed to fulfill the commitment that Robert Kennedy and others sought.

In the last 25 years, we have learned important lessons about community development and poverty: that focused, targeted development often has a positive result; that as intractable as they appear, problems of poor communities can be solved by a strong and enduring partnership between community residents and private and public support; and, finally, that the problems are complex and multidimensional and require long-term, integrative approaches.

The function of community development is, primarily, to improve the quality of life for people in impoverished neighborhoods. Quality of life is improved by increasing the social, economic and political opportunities available. Fundamental to that effort is the empowerment achieved by a range of choices, opportunities and responsibilities.

Community development, as we have come to know it over the past quarter century, has been both exciting and frustrating. All of the participants in this process have learned important lessons and have witnessed wonderful successes. We have also seen neighborhoods continue to decline and lives filled with despair. Fundamental change has, in many neighborhoods, been elusive; problems have overwhelmed progress. The most important lesson is that there is no magic answer. Physical development, economic and political development and personal development must all occur, each at its own pace, each with its own integrity. □

Ron Shiffman is the executive director of the Pratt Institute Center for Community and Environmental Development and a member of the New York City Planning Commission.



PEOPLE

HOUSING CRISIS

Urban Homesteads Gain Ground

New York City group moved from illegal to legal status with organization's help

PHOTOS BY ROBERT HARRISON - STAFF

By Bill Breen

Special to The Christian Science Monitor

NEW YORK

FOUR years ago, Jesus Hernandez, spurred by a 72-hour eviction notice, hacked his way into a boarded-up tenement in the East New York section of Brooklyn.

For months, Mr. Hernandez and his wife and 10 children lived like urban pioneers in the crumbling building - among the estimated 30,000 illegal squatters in New York's abandoned housing. They heaved out piles of rubble to clear a living space. They cooked meals on a propane stove, and ate by kerosene lamp. Water came from a hydrant across the street.

"I knew I was breaking the law when we took over this place," said Hernandez, a school custodian. "I was very scared that the city would come down on me. But ... I couldn't find a place for my family anywhere else."

Hernandez is just one of dozens of squatters who in August 1985 broke into 25 abandoned, city-owned buildings and claimed them as their own.

Advised by a national community organizing group called ACORN (Association of Community Organizations for Reform Now), the squatters justified the takeovers by claiming that the need for low-income housing was intolerable in a city that owns 5,000 vacant buildings and has 200,000 families waiting for public housing. City officials were enraged; 11 people were arrested.

Since then, the illegal squatters have evolved into city-sanctioned homesteaders and incorporated as the Mutual Housing Association of New York (MHANY) - the first low-income home ownership program in the city, say organizers. The collective of home-



NEW YORK: These illegal squatters (they declined to give names) turned a city-owned, derelict building into homesteads.

steads persuaded the city to give it 58 buildings seized for tax delinquencies and \$2.7 million in grants and low-interest loans to rehabilitate the buildings.

Now, Hernandez and seven other MHANY members are just weeks away from obtaining the coveted certificate of occupancy.

The mutual housing association offers money and technical assistance in return for "sweat equity," usually hauling garbage or painting. The association places the title to the property in a separate trust, and retains a first option to buy the building for a price reflecting the homesteader's investment. This allows the building to be resold to another low-income family.

Mutual housing has already been tried in Western Europe and Canada, as well as Baltimore, Madison, Wis., and Minneapolis.

"The association is basically a model for developing low-income, scattered-site housing," says Ron Shillman, director of the Pratt Institute Center for Community and Environmental Development. "It provides more directed aid to families who qualify as homesteaders."

"We can work on a much larger scale," adds Peter Wood, executive director of MHANY. "We're prepared to move on as large a scale as the city provides units and money for. But the city hasn't released more money to allow this to happen."

Based on the its track record, the city does not rate homesteading as an effective way to reconstruct its 53,000 empty, foreclosed units. The city's own urban

homesteading program has completed but 24 buildings since 1980. The Department of Housing, Preservation, and Development (HPD), which administers the homesteading program, said that processing deeds, loan applications, and other paperwork cause delays. A high turnover among homesteaders with strained incomes further plagues the program.

Cathie Marshall, spokeswoman for HPD, said the city prefers to work with small developers to rebuild its vacant buildings by 1993. A variety of city programs provide \$2.4 billion in grants and low-interest construction loans to keep the housing affordable.

"We don't see homesteading as a solution," said Ms. Marshall. "The process is too slow. It can't meet the kind of volume needed to rebuild 53,000 units."

Some housing experts are equally skeptical: "Homesteading remains a very potent phrase, but as yet nobody has put together a program that permits reasonable success," said George Sternlieb, a professor at Rutgers University and the former director of its Center for Urban Policy Research. "You need people with awesome stick-to-it-ness, motivated by a leader who is dynamic and charismatic enough to run General Motors."

ACORN may have found such a motivator in Louise Stanley, chairman of the organization's East New York chapter. She watched her working-class neighborhood deteriorate during the city's 1970s fiscal crisis.

Stanley recalled that East New

York was a "young ghetto" when an ACORN organizer knocked on her door. Organizers had come to Brooklyn because it has more vacant, city-owned buildings than any other part of the city. After a year of planning, Stanley took up a bullhorn and galvanized a cheering crowd to illegally break into and claim the first of 25 buildings in East New York.

City officials, caught in an election year, said the squatters were muscling the buildings away from the poor. After a year of bickering, the Pratt Institute stepped in as a mediator and persuaded ACORN to abandon squatting.

Pratt also joined with ACORN and the Consumer-Farmer Foundation to form the Mutual Housing Association of New York. Pratt, which has a long history of providing technical assistance to low-income community development efforts, lent the project its architectural and technical expertise. Consumer-Farmer Foundation stepped in as financial planner and banker.

In March 1988, the city transferred title to 58 buildings to MHANY, and reconstruction began on 35 of the buildings. The greater part of the work is expected to be completed by late 1990.

"The city has to be forced to do anything with homesteading - it would rather auction off its real estate," said Louise Stanley. "But the neighborhood welcomed us with banners when we came in and took those buildings. ... It's not such a strange concept to fight for something that seems like a right."

■ 'You need people with awesome stick-to-it-ness, motivated by a leader who is dynamic and charismatic enough to run General Motors.'

- Rutgers professor George Sternlieb

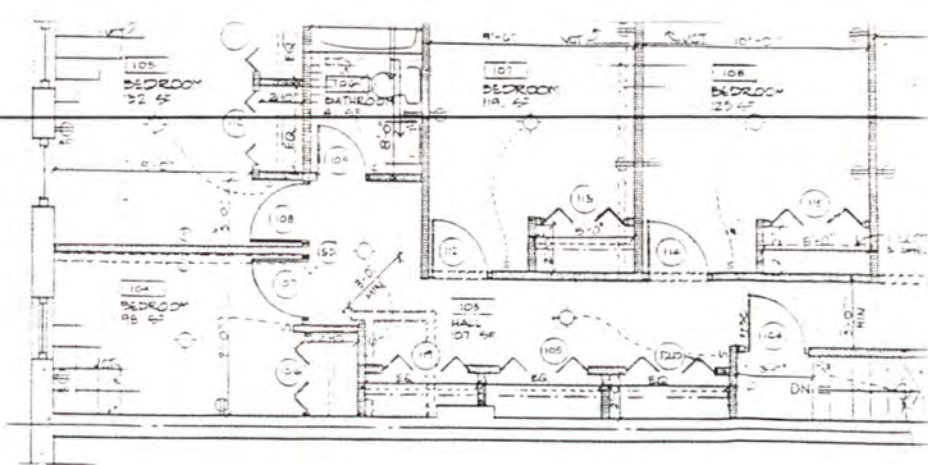
MAKESHIFT MEAL: One of the three squatters pictured in top photo prepares a meal.



Pratt to the Rescue

Advocacy planning is alive and well in Brooklyn.

By Jennifer Stern



Illustrations courtesy Pratt Institute

Some architecture students participate in consulting projects done for clients of Pratt Center, whose executive director is Ronald Shiffman (left). Above, a blueprint by Pratt staffer Sidney Shelov for housing being rehabbed in Brooklyn by the Mutual Housing Association of New York.

The slice of northeast Brooklyn known as East New York is not one of New York City's most favored neighborhoods. Hundreds of abandoned buildings dot the area, which covers several hundred blocks adjacent to Queens. In some places, whole blocks have been leveled and cleared and median family income averages less than 70 percent of the city median. In addition, the population is overwhelmingly minority—60 percent black and 35 percent Hispanic.

Yet behind some of the boarded-up facades, the seeds of a minor revolution are beginning to bear fruit. An outlaw movement of squatters that four years ago occupied vacant city-owned buildings has become a cooperative housing association, creating homes for some of the city's poorest families. Already 70 families are living in their own apartments, while renovations continue or are soon to begin on 110 more units.

The catalyst for this transformation was the Pratt Institute Center for Community and Environmental Development, which last year marked its 25th anniversary as a center for architectural and planning assistance. The results of its work include the creation of thousands of housing units. Among its more innovative projects is a

complex that brings together unwed teenage mothers and the elderly; conversion of a set of historic houses built by free blacks into a museum; and a plan to bring baseball (at least college baseball) back to Brooklyn at a Coney Island arena-stadium complex.

It was Pratt Center's executive director, Ronald Shiffman, who stepped in to mediate when the East New York squatters reached a standoff with the city government, which strongly opposed their actions. Shiffman says he was able to assure the Department of Housing Preservation and Development that the 38 occupied buildings were structurally sound—Pratt Center architects inspected them—and that the squatters were helping to preserve city buildings.

Peter Wood, then an organizer for ACORN (Association of Community Organizations for Reform Now), the national group that had organized the squatters, says Shiffman's assistance "lent us credibility with the city, and his contacts helped move along the negotiations." The result was that in October 1987 the city agreed to hand over to the newly formed Mutual Housing Association of New York 58 buildings, a total of 180 units, for the nominal sum of \$1 apiece. The city also

gave the group \$2.7 million in rehab loans and assigned it \$2 million in federal Section 17 funds. Assuming this first phase of rehab succeeds, the housing department has committed itself to three more phases of building transfers to the association.

Pratt Center, which helped set up the mutual housing association, continues to assist the project. Staff members provide architectural services under contract to the city and serve on the association's board.

Nuts and bolts

The center's commitment to community-based planning and development is an outgrowth of the organization that fostered it. Pratt Institute, which holds its 100th commencement this June, has resolutely stayed put at its Clinton Hill campus, refusing to leave for greener pastures even when that seemed a sensible option at the end of the 1960s.

The center, technically a department of the institute, has a symbiotic relationship with the School of Architecture, which includes the planning program. Some 118 undergraduate and 16 graduate degrees in architecture, 30 graduate planning degrees, and eight urban design degrees are scheduled to be conferred next month. Planning program alumni include Robert Esnard, New York City's deputy mayor for policy and physical development; Sandy Hornick, director of the city's zoning office; and several Pratt Center staffers, including

The Ford Foundation, which gave the center its first grant, intended something different. The grant was to be used to educate communities on the benefits of urban renewal and other government programs. But, after a series of community meetings on a newly announced renewal plan for Brooklyn's Bedford-Stuyvesant neighborhood, the staff became convinced the urban renewal plan—and top-down planning in general—had few merits. The meetings led to the formation several years later of the Bedford-Stuyvesant Restoration Corporation, one of the first community-based development organizations in the nation. Since that time, Pratt Center staffers have been involved in a wide array of community projects, from

Going further than many of the community design assistance centers established

Although the center is paid for its architectural services—usually directly by the nonprofit group involved—it receives no compensation for project assessments and preliminary designs. Further, payment often doesn't arrive until construction is complete, which means the center has, in effect, as Shiffman puts it, been "fronting \$1.5 million to \$2 million a year in development costs." As a result, the center currently is about \$1.8 million in debt to Pratt Institute.

Centennial
Celebration

BELL BELL BELL BELL BELL

PRATT
I O O

Staff and students get hands-on experience with a variety of construction projects—with housing a major focus. Over the years, Pratt interns build and repair thousands of units in the New York region.



Last year, the center, for the first time, went looking for loans to help carry its up-front costs. It was rewarded with a \$500,000 interest-free, seven-year revolving loan from Chemical Community Development, a subsidiary of Chemical Bank. The money is being used for short-term financing of projects now in the pipeline, says Shiffman, and already has helped create several hundred units of housing. Next on the agenda is securing a \$1 million loan for long-term financing of new projects.

New ideas

Pratt has been at the center of some of the more innovative housing development schemes hatched in New York. For example, its site-by-site feasibility study of Manhattan's gentrifying Lower East Side helped convince the city's housing preservation and development department to approve a "cross-subsidy" program, under which vacant city-owned buildings will be sold to developers at market rate and the proceeds used to subsidize low- and moderate-income housing.

Center staffers are now helping the area's community board set up its own mutual housing association and advising the group on issuing a request for qualifications from contractors. Construction on phase one—192 units of low-income housing offset by the proceeds from the sale of an equivalent number of market-rate units—is scheduled to begin by the end of the year. The ultimate goal is 1,000 units of each type of housing.

Another Pratt project is the result of a 1986 U.S. Supreme Court decision that reinstated social security and disability benefits to 14,500 mentally ill New York State residents, and that required the federal government to pay the residents back benefits in amounts that range from \$5,000 to \$50,000 apiece. The Mental Health Law Project, a national advocacy group that represents the beneficiaries, contacted the Pratt Center, which set up a mutual housing association in which individual back payments could be invested.

The new association's first venture will be a 54-unit, single room occupancy building with support services in East Harlem. Norman Rosenberg, director of the mental health law project, says he hopes to enroll up to 350 beneficiaries in the mutual housing association and get several hundred more units built in the city and state within the next two years.

Other groups that work with the center praise it for going beyond technical assistance. "Probably the main way we use them is for information" on funding for housing programs, says Catherine Herman, associate director of Progress of Peoples Development Corporation, a branch of Brooklyn Catholic Charities, which has worked with the Pratt Center on housing for the homeless. "They have people who read between the lines."

Although technical assistance to community groups is a key focus of the Pratt Center, Shiffman sees it as just one leg of a tripod supporting the goal of community

empowerment. The others are research and education. "Our policy research grows out of our assessment of obstacles we encounter in our technical assistance efforts," says Shiffman. Research currently under way includes a study of the feasibility of cross-subsidies on the Upper West Side and in East Harlem; an ongoing national study of housing trust fund and linkage policies; and proposals for creating housing for AIDS patients, and for permanent alternatives to the city's welfare hotels.

Since 1983, the Center's educational efforts have been formalized in the Pratt Community Economic Development Internship program. With a \$140,000 annual budget, funded by the Charles H. Revson Foundation, the Ford Foundation, and other private sources, the program is designed to impart technical skills to members of community organizations. Between 25 and 30 students graduate from the program each year after a total of 38 days of intensive training in accounting, business and real estate development, and organizational strategic planning—all of it at a retreat center in the Catskill Mountains.

One intern is Peter Wood, executive director of the Mutual Housing Association of New York. He says the center taught him how to put together complex real estate deals—a skill that he is using to complete the financing for the East New York project.

The thread that runs through all the Pratt Center programs is self-reliance for community groups. That's because Shiffman believes strongly in community action, a major goal of the 1960s antipoverty movement. "I believe that a long-term assessment of the initial antipoverty programs will show many failures—but also many successes in the human dimension," he says. "Of the 3,000 community-based organizations in operation today, I bet over 75 percent of the leadership came out of the antipoverty programs."

Shiffman continues to believe that community-based organizations are the best hope for the rejuvenation of this country. "What scares me," he adds, "is that in the emerging black and Latino populations, those with opportunities are going directly to the private sector. There's no infusion of new blood into antipoverty efforts."

And that's what makes Shiffman's commitment to community empowerment all the more important—and why the Pratt Center itself is likely to be around for a long time.

Jennifer Stern is a freelance writer in New York; she is a graduate of the Hunter College urban planning program.

FEATURE

Sixties Survivors

Pratt Center Brings Planning to the People

BY EVE HEYN

Two architects from the Pratt Institute Center for Community and Environmental Development walk through the rubble of a two-story brick building in Brooklyn's East New York, taking photos and measurements and jotting notes on blueprints. They maneuver skillfully around the bare lath walls and piles of crumbled plaster, avoiding man-size holes in the floor.

Working their way to the back apartment, they enter a strikingly different world of sunny, freshly painted rooms, complete with new furniture, pink shag carpeting and matching wallpaper.

"Boy, this hallway looks great. I like the color combination," project manager Darragh Brady comments to residents Avril Walters and Edward Feckel, formerly "squatters" who have completed the work since seizing the then-vacant city-owned building in 1985. After the courtesies, they get down to business: The ominous stairwell, a defective basement girder, the hallway floor, a boiler, all have to be discussed.

The building is among 180 in East New York that receives architectural services from Pratt Center. And East New York is just one of about 40 communities throughout the city that Pratt's architects and planners have assisted, in varying capacities, this year.

Silver Anniversary

Located in an old factory adjacent to the campus of the Pratt Institute in Brooklyn, the center has provided help to low income communities for the past 25 years. There is a well-established notion that poor people have a right to legal representation; similarly, Pratt Center believes that poor communities deserve free architectural and



Pratt architect Robert Santoriello and executive director Ron Shiffman: The center is celebrating 25 years of services to low income communities.

planning services in order to participate in the revitalization of their neighborhoods.

The center provides direct technical assistance to organizations, but it also aims to transfer those skills to communities through training workshops. An intensive internship program in real estate and business development, accounting, planning and marketing for directors of community groups is held during a 36-day retreat. Pratt Center also evaluates government policies and programs and helps neighborhood groups garner program funding. (It also was one of the original sponsors of *City Limits*.)

Recent projects range from architectural work for a single building on Manhattan's East 2nd Street that will house 48 physically handicapped homeless adults to a comprehensive study and development plan for the Cooper Square neighborhood, which involves about 650 new and 350 renovated buildings.

"With every single one of those (projects), there is an unusual and sometimes horrible background prior to our involvement," explained senior architect Robert Santoriello.

Pratt's involvement in East New York is no exception. In 1985, squatters organized by ACORN broke into 39 vac-

ANDRE LAMBERTSON

ant city-owned buildings, only to be met by unyielding city officials who ordered both squatters and organizers arrested and the buildings resealed.

Ron Shiffman, executive director of Pratt Center, was asked to mediate. "We did not say we'd pass judgment," said Shiffman. "We did say 'let's check the buildings to make sure they're safe.'" After Pratt architects inspected every building—finding them all structurally sound—Shiffman met with then-Department of Housing Preservation and Development Commissioner Anthony Gliedman. He convinced the commissioner that the squatters—some of whom were facing homelessness—were putting money, work and skills into creating homes out of shells.

"I finally got him to work with us, and we sat down and worked out some principles," Shiffman said. The city agreed that the squatters would be allowed to remain, and in turn ACORN agreed to stop further takeovers of East New York buildings.

Not only did Shiffman succeed in convincing Gliedman to let the residents stay, but the city eventually offered \$2.7 million in renovation funds, 141 more buildings and began negotiations for an additional 200 buildings to be renovated and sold to East New York low income families for \$250 an apartment. The new homeowners and organizers were incorporated into the Mutual Housing Association of New York to develop and manage the project. In addition to working with ACORN and the Consumer Farmer Foundation in setting up MHANY, Pratt Center is providing the architectural work for the renovations and helping with the financial packaging.

Pratt's involvement lent credibility to the squatters' actions, according to Peter Wood, MHANY's executive director. "They've done really excellent work for us," he said. "I think one of their strengths is that they look at the project for what it is. They've been willing to adapt themselves to the curious needs of this project."

Flexibility and willingness to consider the needs of each neighborhood are the foundations on which Pratt Center was built. To Pratt's architects and planners, local residents are the real experts when it comes to understanding a community's needs, and they must be the key decision-makers in planning and shaping their environ-



Permanent homes for the homeless: Pratt worked with Catholic Charities to renovate the former St. Joseph's School in Brooklyn into SRO units.

BRIAN ROSE

ment. Although Pratt's methods have changed over its 25 years, its basic goal—to provide technical assistance and a broad range of services to working-class neighborhoods—remains the same.

Beginnings

Established in 1963 with a staff of two (including Shiffman, then a 25-year-old graduate planning student from Pratt Institute), Pratt Center grew in response to the urban renewal policies of the 1950s and was fueled by the anti-poverty and social-change movements of the 1960s.

Originally, it operated to educate communities on the benefits of government programs such as urban renewal—and its founding director, Pratt Institute planning department director George Raymond, also served as a consultant to the city on urban renewal. But its first major project, a 1964 request from a group of ministers in Bedford Stuyvesant to evaluate a newly announced urban renewal plan, changed the center from an educational group to an advocacy and technical-assistance provider—from an urban renewal advocate to a staunch opponent of slum clearance policies.

Shiffman credits the evolution to extensive work done with the Bedford Stuyvesant residents, which became

Pratt's model for neighborhood-based planning. Pratt Center held a series of neighborhood meetings on the city's urban renewal proposal, discussed alternatives, studied urban renewal programs in other cities and conducted classes on community redevelopment.

While the city's urban renewal policies took a bulldozer approach to urban poverty, the alternative plan developed by Pratt Center and the community groups "involved restoration and retention of existing housing, rehabilitation and community participation to a degree that hadn't existed before that," said Shiffman.

Bouyed by their success and the active support of Senator Robert F. Kennedy, the Bedford Stuyvesant Restoration Corporation was born. It became one of the largest community-based developers and a symbol of neighborhood self-determination, which spread to cities across the country.

Pratt Center developed during the 1960s movement for social change, an era challenging architects and planners to use their expertise in a socially constructive way. Associate director Rex Curry, who was a Pratt Institute student when he started working at the center 20 years ago, recalled the "many private architects who had a deep belief in social architecture. That in fact the highest level of architecture should

Pratt Center was a product of the 1960s movement for change, which challenged architects and planners to use their expertise in a socially constructive way.



Pratt helps create a park:
In addition to building housing, Pratt constructed this early vest-pocket park in Bedford-Stuyvesant.

be provided for poor people as well as for rich people."

In those years of social upheaval, more than 100 planning and architecture centers providing free technical assistance to poor communities sprang up across the country, estimated Curry, who is president of the Association for Community Design. These centers offered alternatives to many professionals who had come to reject "slum clearance" as the answer to rebuilding low income neighborhoods.

Survivors

The nationwide momentum did not survive. Today, only about 10 active community design centers exist. But at Pratt Center, the commitment of the '60s never fizzled out. A faithful core of Pratt's earliest professionals still work there, including Shiffman, who has been at Pratt for its entire 25 years, and five of its 21 staff members have been at the center for at least a decade.

"I'm surprised to the extent that we still do pretty much what we'd said we would do in the mid-'70s when I started," said senior planner Brian Sullivan. "I don't think the mission has changed markedly."

Given the scarcity of similar opportunities for advocacy planners and architects, Pratt continues to draw professionals from varied backgrounds. "I was looking to channel my career in a socially constructive way," said San-

torriello, who left a private firm about eight years ago to work at Pratt. "The pay is low. It's significantly less than in the private sector. But it's satisfying to know that our work is benefiting people with the greatest need. I think you'll find at Pratt Center that the spirit of the '60s and early '70s just never ended," he said.

However, the center has adopted a more '80s-style pragmatism, reflecting the increasing technical demands required of the center as well as the withdrawal of federal support. The Reagan administration's slashing of the Department of Housing and Urban Development budget from \$35.7 billion in 1980 to \$7 billion in 1988 has taken its toll on Pratt Center. During that period, the center lost \$150,000 to \$200,000 in annual HUD grants, as well as its federally funded CETA and ACTION staff positions. "The Reagan administration not only dried up the pipeline, they dismantled the pipes," said Shiffman.

The New York City scandals that erupted in 1986 pushed Pratt into deeper financial distress. "Not only did we lose funds directly, but a lot of cost reimbursement contracts were delayed as much as a year. So we wound up with a debt of almost \$1.7 million," explained Shiffman.

Although staff layoffs were inevitable, the center continued to take additional community clients because for many local groups, there was simply

no comparable resource. As a result, the staff is feeling the strain. "We always have more work than we have people for," said architectural director Cindy Hardin.

But if there was a constructive by-product of the federal cutbacks, the necessity of turning to more funding sources to complete projects has allowed for a greater degree of participation, control and decision-making on a local level. "It takes a lot longer and a lot more expertise to package a program, but the positive side is you get participation," said Curry. And although Curry believes the number of low income units produced are far too few, the quality is "very, very good."

There are signs of a resurgence of the social spirit that fueled Pratt's early growth. According to Hardin, who also teaches Pratt Institute architecture classes, students are again showing signs of idealism. Student reaction to one of her class presentations indicates that "they were starved for something socially relevant in the architecture school," she recalled.

However, not all students in the yuppie years value personal rewards over financial success. Bill Burgos, a Pratt architecture student who also works at the center, said he has no plans to join an organization like the center after graduation. He added that most of his colleagues "are more interested in money and want to go to the private sector."

A similar ambivalence can be found among architecture professionals. Last May the American Institute of Architects passed a resolution placing affordable housing among its highest priorities and calling upon Congress to enact a National Affordable Housing Act "with the goal that every American be decently housed by the year 2000." But AIA members refused to endorse a resolution discouraging involvement with development projects that would cause displacement.

Whether or not the future brings another cycle of advocacy planning and architecture, the staff of Pratt Center promises to continue its 25-year tradition of helping low income communities redesign their future. □

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PHOTO COURTESY OF PRATT CENTER

The New York Times

THE NEW YORK TIMES, SATURDAY, JUNE 4, 1988

At Pratt, a Celebration Of Community Service

When Brooklyn community groups needed technical assistance several years ago to design and win government approval for housing for poor, single mothers, they turned to Pratt Institute.

When residents in Greenpoint and Williamsburg met more than a dozen years ago to discuss how to save abandoned and neglected housing, faculty members at Pratt helped to organize a community preservation corporation, provided the group's first director and used students and other teachers to create a redevelopment plan.

That legacy of commitment to community service — a commitment to helping others help themselves, particularly those from modest or disadvantaged backgrounds — was renewed and celebrated yesterday as

'These people walk through nasty housing with tape measures.'

800 men and women received undergraduate and graduate degrees at Pratt's centennial commencement on the campus in the Clinton Hill section of Brooklyn.

"The quality of people you get out of Pratt is exceptional," said Gary Hattem, executive director of the St. Nicholas Neighborhood Preservation Corporation, a nonsectarian, non-profit redevelopment organization in Williamsburg and Greenpoint that received Pratt Institute assistance.

60's Advocacy and Pragmatism

"From graphic designers to architects, on the technical level as well as ideological, theirs is not just a 1960's advocacy, but a pragmatic approach to building housing," he said. "These people walk through nasty housing with tape measures."

At Pratt, some of the 1960's idealism of community empowerment remains, forged with hard-nosed approaches to acquiring funds and getting things done using a long record of governmental approval. And while other colleges and universities offer community assistance programs and training, urban planners and city offi-

cials say Pratt Institute is clearly a leader in such efforts.

Founded by the industrialist and philanthropist Charles Pratt with profits from his Astral Oil Company, the institute began as a no-frills school for applied knowledge and practical industrial education at a time when higher education was largely the province of the affluent and concentrated on theoretical training in classics, sciences, languages and the liberal arts.

Pratt's earlier buildings, excluding its free library, the area's first, are sturdy and functional, looking more like factory buildings than structures for higher learning. Pratt's first class was a drawing class, and early programs stressed mechanical drawing, wood carving, nursing and sewing. From the beginning, the institute was open to men and women, and in 1888, admitted its first black student.

Refusal to Leave Brooklyn

"Our tradition is to help people from modest family backgrounds, who need professional degrees, to get that professional ticket to get a step up the economic ladder," said Richardson Pratt, 65 years old, the institute's ninth president and great-grandson of the founder.

Today, the institute sits on 25 acres and has about 4,000 students in a diverse, racially mixed community of painstakingly restored brownstones, high-rise cooperative apartments and low-income housing developments. Despite some pressure 20 years ago to move from a gritty urban environment after riots in the city and later the Vietnam War protests, Pratt officials stubbornly refused to give up the institute's Brooklyn campus.

"Pratt by its nature cannot be a rural college," said Mr. Pratt, a former Exxon Corporation executive who became president in 1973. "We have to have easy interaction with professional people of the metropolitan area. We cannot be out in the country, we need practicing architects, designers, and engineers to come here and support full-time faculty as part-time instructors."

Drawing from urban practitioners, Pratt offers bachelor's and graduate degrees in architecture, art and design, engineering, liberal arts and sciences and computer, information and library sciences. The institute plans to build a Center for Design Excellence on the four-square-block campus that would focus on product design and development mostly for small businesses, in hopes of making



The New York Times/Sara Krulwich

Richardson Pratt, the ninth president of Pratt Institute and the great-grandson of the founder, outside the school's library with a Spanish cannon that came from Havana in 1899.

American products better designed and more competitive in international markets.

Growing Respect for Pratt

This week, Pratt announced that Bruce Newman, an alumnus and a board member since 1983, would contribute most of the money for a \$300,000 outdoor mall and amphitheater project, part of a \$40 million five-year campaign that includes renovation of older campus structures.

Respected within academia, Pratt is increasingly respected in the New York metropolitan region for reaching out to community organizations. Over the last three years, more than 73 community groups in New York State, including at least 20 in Brooklyn, received technical assistance for

development projects from Pratt, valued at more than \$50 million.

"We look at how to build the capacity of community organizations to carry on after we leave," said Ron Shiffman, director of the Pratt Center for Community and Economic Development.

Through the development center, the institute's community involvement ranges from designing or planning proposals for housing for the homeless to a recent proposal for a new \$60 million Brooklyn stadium Sportsplex in Coney Island for high school and college sports.

"Pratt is willing to take a leadership role in controversial issues," Mr. Hattem said. "They are willing to get involved in advocacy that other universities are not willing to do."

Not-for-profit pioneer

By CARTER B. HORSLEY

YOU have to be an optimist, otherwise you burn out," declared Ron Shiffman, for many years an outspoken advocate of local community development organizations, sweat equity and homesteading housing programs.

Director since 1971 of Brooklyn's Pratt Institute Center for Community and Environmental Development, Shiffman is saddened by how "very little progress" he says has been made since the '60s in both local and national housing policies.

Since its founding 25 years ago, the not-for-profit Pratt group has worked to help low- and moderate-income communities in the city and tri-state region develop and organize "progressive solutions" to challenges facing them through professional services and educational programs.

Not surprisingly, a lot of the real estate industry considers the center "all the way to the left." Shiffman insists he's really more middle-of-the-road.

"I'm not against development, but if it has adverse effects on a neighborhood,

Community development advocate works for 'progressive' solutions for low- and middle-income housing

they must be mitigated," he said.

Although the center was formed during the activist climate of the '60s and in reaction to urban renewal philosophies of the '50s, it

PROFILE

has become more entrepreneurial since the Reagan Administration began slicing housing funds. It now works more within the system than outside it.

Shiffman remains unflinching in his principles. "I believe in the bubble-up rather than the trickle-down theory," he said.

But he noted, for example, "The city has moved a lot more than many low- and moderate-income housing advocates will publicly state."

The Pratt Center, which has a staff of 22, has campaigned for "linkage" and "trust fund" programs that would require new luxury developments to contribute financing for low- and moderate-income housing.

"It's reasonable to extract, or exact, such funds from developers without stymieing development."

He is disappointed that the group's policy research recommendations relating to the above linkages have not been fully implemented. But Shiffman is pleased that some of its goals have been incorporated into Battery Park City.

He's satisfied too that the city recently enacted an "inclusionary zoning" option that gives builders a bonus in buildable space for providing some low- and moderate-income units.

Shiffman is critical of the state's Housing Trust Fund, he said, because it is based on annual appropriations rather than a strict and "predictable" formula.

Initially funded by Pratt Institute, the center lost money for its first few years, but now receives most of its funding through outside grants. It has broken even for about



New York Post: Don Halsey

RON SHIFFMAN: "You have to be an optimist," says the director of Brooklyn's Pratt Institute Center for Community and Environmental Development.

20 years and "for the last two years has been self-sustaining," he adds.

The Pratt center is involved "in a whole slew of projects for special-needs

"If [development] has adverse effects on a neighborhood, they must be mitigated."

RON SHIFFMAN

housing for the homeless and disabled and substance-abuse users."

Stability is essential for neighborhoods, and long-term residents and merchants vital, he said. He

defended rent control, adding that he believed the percentage of "over-income" controlled tenants was small, perhaps five percent.

He said he was not entirely opposed to the concept of a means test for determining whether tenants should be entitled to continued rent control status. He suggested that state income tax returns might be used to send a percentage of a controlled tenant's taxes back to the building or a housing trust fund if his income is above a certain rent-to-income ratio.

One of his worst frustrations, he said, is a "strong bias by the city and the banking interests against not-for-profit groups."

"They permit development fees for private

developers but never for not-for-profits, which have the same need to pay professionals," Shiffman asserted.

He noted, however, that some banks, like Chemical, have begun providing funds for low- and moderate-income housing, as a result of the Community Reinvestment Act that requires banks to provide such funds if they want to expand. "It's a drop in the bucket, but at least it's a start," Shiffman said.

He is less concerned with gentrification than with speculation and displacement.

And he is galled by demolition of housing projects, as recently was done in Newark and is contemplated for part of the Father Panik Village in Bridgeport, Conn.

Born 50 years ago in what is now Tel Aviv, Shiffman grew up in The Bronx and went to Bronx HS of Science before receiving a B.S. in architecture in 1961 from Pratt Institute, from which he also received a master's in city and regional planning in 1966 and where he is now a professor of architecture.

A Park Slope resident (but still a Yankee fan), Shiffman, who is married and has three children, joined the Brooklyn-based center when it was founded in 1963.

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Architecture's Alternative Vanguard

The Evolution of the Community Design Center

by Philip Arcidi

CRIT 20

The Architectural Student Journal
Spring 1988

Twenty years ago, some of the best architectural critics were students. Their acumen was one of conscience, more than the eye; their voice was loud and convincing. Students recognized that the poor had hardly been helped by the architectural profession, and convinced the 1969 AIA convention to pledge \$15 million to help urban minorities. Taylor Culver, President of the Student Chapters of the AIA (the precursor to the AIAS) articulated the student viewpoint:

We are not looking for any emperors to build cities without people determining what the city will be We are talking about communities determining their own outcome. What we really want you to perform is in fact the definition of "architect" which we think you have aborted.

Graduates interested in service-oriented alternatives while working in a diversified office might investigate CDCs.

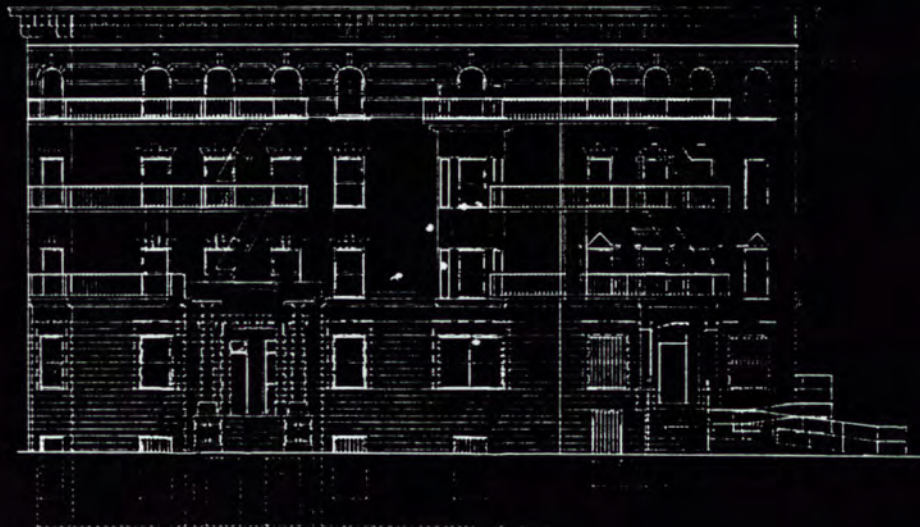
A generation ago, our schools helped foster the hope that motivated architects could save inner city neighborhoods from urban renewal, racial hostility, and economic inequalities. Today, architecture students, like their university colleagues, are not confrontational activists; instead of marching in protest, we are likely to join a charrette to design shelters for the homeless, write articles in journals, or attend a symposium sponsored by public in-

terest groups. In some ways, we are less bold today; on the other hand, we may realize more changes by working through the system instead of fighting it.

One route for serving the public interest that operates effectively in today's businesslike atmosphere is actually a survivor from the 1960s: the community design center, or CDC. These nonprofit collaboratives of architects and planners continue to serve those who cannot afford architectural services, but their methods have changed over the past two decades. Graduates interested in service-oriented alternatives, while working in a diversified office, might investigate CDCs.

In the 1960s and '70s architects and students established nonprofit design clinics in many of America's poor urban neighborhoods. Their atmosphere was casual, and work assignments were *ad hoc*. Here architects and interns believed that they could show how to improve deteriorating housing and instill good design in grassroots construction projects. They recognized that established neighborhoods were an asset, no matter how old the housing stock, and led protests to halt the construction of elevated highways, overscaled apartment towers, and other urban renewal blunders.

In the 1970s, CETA and other federal programs enabled CDCs to provide wages for staff workers, so that they need not depend entirely on volunteers. With a paid workforce, each



could provide professional services at little or no cost. They invited clients to join the design process, and publicized their novel work methods, so that private architectural firms could learn about interactive design methods.

Students were a major force in these design centers: often they convinced their universities to sponsor and fund storefront architectural clinics. In 1973, students at Berkeley created the Asian Architectural Association to assist the ethnic neighborhoods of San Francisco where they had grown up. Twenty-five years ago, the Pratt Center was started by Ron Shiffman, who had just graduated from Pratt Institute's department of city and regional planning. At first, it was primarily an advocacy and community information center for creating alternatives to governmental urban renewal policies. Over the years, it has expanded its architectural design services, and now accepts fees which help support a collaborative team of architects and planners.

An Experiment Takes Hold

While the ideals that generated community design centers are as strong as ever, the means to reach them have become more refined. Federal programs that supported staff members and design contracts disappeared during the Reagan administration; in order to survive, community design centers became financially autonomous—they balanced income-generating work with projects billed on a sliding scale.

In order to survive, CDCs became financially autonomous—they balanced income-generating work with projects billed on a sliding scale.

John Silber, architect for the Los Angeles Community Design Center, said that they survived the drought of federal funding because their previous efforts to save ethnic communities had given them plenty of financial know-how. They pared down their staff and restructured themselves into a two-fold service. Maximizing their experience as planners, they became developers for affordable housing projects, and sustained a high volume of work and a steady income for the CDC. In the meantime, the center continued to offer architectural design services and act as a policy advocate, often on behalf of those with no way to pay—the homeless of skid row, for example.

At the Pratt Collaborative, the generalist approach they had developed in the early years proved advantageous. Cindy Harden, Architec-



Two rehabilitation projects by the Pratt Institute Center for Community and Environmental Development: preceding page, Pacific House, a residence for adults with histories of mental disabilities and substance abuse. This page: existing facade photographed with renovation superimposed; Project Outward Bound, a barrier-free house for the disabled, designed in collaboration with Peter Wall.

Opposite page, corridor seating, Swiss-American Hotel, a residence rehabilitated by Asian Neighborhood Design.



Courtesy Pratt Center for Community and Environmental Design.

Resolving social issues and working with limited means does not preclude good design; it promotes intelligent choices.

tural Director at the center, said that the shift to self sufficiency has been difficult, but adds that today, the range of their services is comparable to that of most medium-sized firms. Their work is professional, and their employment advertisements appear next to those of New York's private firms. However, their clientele is distinct—they serve nonprofit organizations and design housing for the poor.

The scope of work undertaken by CDCs has grown over the past decade; they expanded their services to remain solvent and to respond to broadened client needs. Because they are flexible, CDCs readily work with those who are not easily served by conventional architectural offices. The East Tennessee Community Design Center of Knoxville serves a 16-county area, with 1/3 of their projects geared towards rural clients. Annette Anderson, the Director, notes that this CDC, unlike those in most cities, relies on volunteers. Fifty architects contribute two to four hours per week as professional advisors; their low income clients often help build projects designed by the center's consultants and interns.

Today, Asian Neighborhood Design (AND), the descendant of the Asian Architectural Association, has \$1 million budget for the entire agency (including \$325,000 for the architectural component), five full time architects, and public recognition for their renovation of high density, low cost housing. Seven years ago, AND saw that thousands of single old residents of Chinatown lived in one room apartments. To make the best of their cramped living spaces, staff architects designed economical furniture and storage systems. With the knowledge gained from this project, they launched two new programs: a Housing Advisory Service and a workshop for building furniture. AND speaks on behalf of those who would be abused or easily displaced by San Francisco's inflationary real estate market; they also train young people in cabinetry, and employ them in their workshop. The youths get vocational training, a job, and exposure to a professional service group; moreover, their work generates income for the center.

There are ironic twists to the longevity of CDCs: as they have become more professional, there are fewer opportunities for student volunteers. Their job assignments are organized more tightly, and there is little leeway to allow for part time assistance. There are no government funds to pay for job training, and the centers cannot provide a stipend that would sustain student trainees. Nevertheless, students can help on specific commissions, and often conduct research studies. At Knoxville, they can carry out university-

Architects at CDCs acknowledge that tight budgets limit their options, but they have learned to understand good design at its most fundamental level.

sponsored projects under the aegis of the CDC. John Tomassi, Director of the Chicago Architectural Assistance Center, said that it is hard to use part timers effectively. At the same time, he was encouraged to find students and professionals involved in the Search for Shelter charrette, the city's response to the homeless crisis. He believes that employment at a CDC could be quite rewarding for recent graduates; their experiences will be diverse, and they will see their responsibilities expand quickly. The Pratt Collaborative seeks students with superlative design skills; Cindy Harden noted that the best applicants are new graduates with talent and dedication to the public interest.

The Premiums of Good Design

One should not expect all of the work in a CDC to be design oriented. Tomassi stated that 50 percent of the work at the Chicago CDC is basic production; there is plenty of specification writing, because many commissions are for building rehabilitation. The balance of projects are much more engaging—design proposals for individuals and non-profit institutions. One may work on a health clinic, convert a school into apartments, or plan a day care center. Usually, the projects are sited in a dense urban neighborhood; the context and design issues would be challenging to anyone; they are more diverse than the standard commissions for a private developer.

How do architects at CDCs compare their work to the expectations they had as students? They acknowledge that tight budgets limit their options, but have learned to understand good design at its most fundamental level.

Tom Jones has juried student work in the Bay Area and taught at Berkeley; when he works with students, he shows them that the criteria for quality in academic projects are equally applicable to AND commissions. Resolving social issues and working with limited means does



Courtesy Lindsey Jang

not preclude good design; it promotes intelligent choices.

As students, we have learned that the source of a successful design is a well-developed ideal. In the rehabilitation projects of a CDC, the fundamental needs of the clients teaches an architect to express an ideal concept in an economical, clear way. For example, most individuals served by a CDC have little access to the public and private spaces we take for granted. When designing an elderly residence, Jones and his colleagues created public corridors with seating areas for private conversation; they transferred the spatial layering of a typical main street to the hallway of a house. At AND, like any CDC, good design is a means to help people confirm their positive energies; to those with financial, psychological, or health problems, a sensitively designed interior can be particularly uplifting.

John Silber believes more students should study the problems generated by substandard housing; from the poor, we can learn how important it is to develop a sense of control over one's environment. He explained that working with the disadvantaged has helped him overcome a middle class parochialism; through his work with people whose needs are more acute than his, he has revised his definition of architectural quality. Now the simple ways that space can lend dignity to users seems more important than ever. □

New York Turns Squatters Into Homeowners



The New York Times/William E. Sauter

Jacinto Camacho outside the building he moved into two years ago on Glenmore Avenue in the East New York section of Brooklyn.

By STEVEN ERLANGER

In August 1985, squatters advised by community organizers seized 25 vacant, city-owned buildings in the East New York section of Brooklyn. City officials were furious, 11 people were arrested, and the contretemps became an issue in the Democratic primary that year between Mayor Koch and City Council President Carol Bellamy.

Now the New York City Board of Estimate has unanimously approved a program to give those same illegal squatters — transformed into homesteaders and incorporated as the Mutual Housing Association of New York — 58 city-owned buildings, and money for technical and architectural aid and another \$2.7 million as a revolving loan fund for rehabilitation.

The tale of the transformation is a happy one of struggle rewarded, of community passion channeled shrewdly by institutes and foundations into paths acceptable to government officials who themselves were eager to show their commitment to low-income housing as well as the letter of the law.

An Attractive Prototype

But what has happened in East New York is interesting for another reason. It is the first test in New York of a much-discussed model for low-income housing development, a neighborhood collective of homesteaders given money and technical help by the city in return for restricted rights of resale. It is believed by some to hold great promise for a city that owns 4,500 vacant buildings and has 200,000 families waiting for public housing.

Mutual housing has been tried in various forms in Western Europe and Canada, Philadelphia, St. Louis and Phoenix.

"This is clearly something new — and the city initially has committed a

Continued on Page D11, Column 1

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tremendous amount of resources into making it work," said Felice Michetti, First Deputy Commissioner of the city's Department of Housing Preservation and Development. "Mutual housing is becoming more and more of an attractive model, and it's being looked at by neighborhood groups across the city."

'I Knew We Were Going to Win'

Galen Kirkland, vice president of the West Harlem Community Organization, said: "People tend not to believe in new things until they have a prototype. This is why East New York matters so much, and why it must succeed. Well over two-thirds of the real estate in Harlem is owned by the City of New York, and the way city policy goes on the disposition of that property is the future of this neighborhood."

Such grand thoughts are alien to Jacinto Camacho and Norma Jusino, two of the East New York residents who have had their faith in themselves, in government and in justice at last

**'Little by little,
I've put a lot of
money into this
house.'**

reconfirmed by the Board of Estimate vote.

Mrs. Jusino, 41 years old, and her husband, Francisco, 47, an ambulance driver, took over a house on Blake Avenue two years ago with their six children and grandchildren. For the first time, they no longer fear eviction. "I knew we were going to win," said Mrs. Jusino, but her husband was not so sure. "I was very nervous," he said. "Little by little, I've put a lot of money into this house, and I didn't want to lose it."

Mr. Camacho, a 69-year-old retired electrical mechanic, moved into his house on Glenmore Avenue two years ago this month. He spent the first six months cleaning up the debris. Since

For a New Homesteader, Struggle Leads to Success

By STEVEN ERLANGER

Twenty years ago, when Jacinto Camacho came to the United States from Ecuador, he worked two shifts a day, doing carpentry, painting and plastering.

Now, a month from his 70th birthday, Mr. Camacho puts in a 70-hour week, but he works for himself and his family. The derelict three-family house in the East New York section of Brooklyn that he took over two years ago as an illegal squatter is now his.

Precisely how a community-organizing group called Acorn — the Association of Community Organizations for Reform Now — accomplished that feat, aided by foundations, banks and government officials, is of no compelling interest to Mr. Camacho. He is grateful to Acorn, but he said he had always believed in the virtue of work, and that virtue, in the end, is rewarded.

"I've been working since I was 7 years old, for my father, and my father made me do things seriously," Mr. Camacho said, standing in one of the neatly painted rooms he has slowly resurrected from squalor. "In the same way, I've tried to train my sons to be serious, to do serious work and take care of their families."

'I Was Very Nervous'

For his first 14 years in America, Mr. Camacho lived alone. In the last six years, he has brought his wife here and three of his children, and the house at 925 Glenmore Avenue is for them.

Five of his 14 grandchildren are already here, and 3 of his 7 children, "but they're coming, all my

family is coming," said Mr. Camacho, who became an American citizen in May 1986. "If God lets me live more, I'll work to the last minute of my life."

When Mr. Camacho took over the house he said: "I found about 100 drug addicts running up and down the stairs. I worked from 6 in the morning to 8 at night, clearing the garbage. I was very nervous — they were running up and down the whole time."

Little by little, he said, "I got them out — sometimes by talking sweetly." He continued, "But the police always came." And when the police asked him if the house was his, Mr. Camacho said, smiling, "I always said 'yes.'"

Among the other homesteaders in East New York, Mr. Camacho is known for his ingenuity. When asked, he showed visitors the saw he found on the street. He managed to hook it up to a quarter-horsepower motor, also salvaged from the street. He has secured most of the doors in his house from the same source, but has bought ornamental iron grilles — \$1,400 worth at payments of \$100 a week — to protect the ground-floor windows and doors.

Mr. Camacho, a squatter turned homesteader, sees no irony in this. "Squatter is a good word," he said. "But the person who has a reason, has a reason. It was illegal — four times they wanted to evict me, and Acorn defended me. But now they can't take us out any more."

"I'm happy, content," he said. "My place is here."

then, he has devoted his Social Security check of \$387 a month to the house while living sparingly on the income of his daughter, who works part-time. "What I did was illegal," Mr. Camacho said. "But if you don't try, you don't get anything. I slept here two winters without heat or electricity. I never had any weapons — just my own hands and the help of God."

But he and the other residents of East New York also had the help of a community-organizing group called Acorn — the Association of Community Organizations for Reform Now. Acorn, founded in Arkansas in 1970, has 75,000 members and branches in 27 states. A paid organizer for Acorn, Francine Streich, came to Brooklyn in 1982 to organize a branch that now has 4,000 members who pay dues of \$16 a year. With all the vacant buildings in East New York, Ms. Streich said, homesteading "was the obvious issue."

How to create low-income housing in the special circumstances of Brooklyn, with smaller buildings and more city-owned vacant buildings than any of the other boroughs, was also much on the mind of Borough President Howard Golden and his executive assistant, Marilyn Gelber. "We are the largest borough in population and have the largest number of city-owned buildings, and we felt it wrong for city policy to focus so exclusively on Manhattan," Ms. Gelber said.

Auctions and Lotteries Opposed

But Ms. Gelber's first meeting with Acorn did not go well. "It was quite an introduction," she said. "They held a sit-in in our office." Still, Acorn had done its work in the community, she said, and its demand for more housing for low-income residents in vacant buildings resonated with her.

"We had been pressing Housing Preservation and Development to get these buildings to local people," Ms. Gelber said. "But the city's policy was to sell them, to sell them at auction."

Acorn opposed auction sales, too, as well as a city-sponsored lottery, asserting that poor local residents needed more directed aid and less reliance on fortune. Ms. Gelber said that in August 1985 "Acorn opened up buildings and took things into their own hands."

But impressed by the sincerity of the residents, the borough asked the Pratt Institute Center for Community and Environmental Development, which has a long history of dealings with the city and previous contacts with Acorn, to mediate. Ronald Shiffman, the institute's director, persuaded Acorn to promise to abandon squatting, "which calmed down the city." Over a year and a half, with help from Brooklyn officials and Ms. Michetti and her aides, he negotiated the arrangement approved by the Board of Estimate.

"Once Acorn was willing to recognize that squatting is illegal and not an answer," Ms. Michetti said, "it paved the way for a mutual sharing of ideas and financing by the city."

Lessons of Community Organizing

"At least for an old-timer like me," said Mr. Shiffman, 49, "the city moved quickly. I suppose it's all a matter of perspective."

If Acorn was crucial in its community-organizing role, Pratt and Mr. Shiffman were crucial agents in pulling the

stinger of Acorn's confrontational and illegal tactics. That process was aided by the involvement of the New York Foundation, a philanthropic organization, and especially the Consumer-Farmer Foundation, which agreed to serve as the project's banker, managing the revolving loan fund.

The vice president of Consumer-Farmer, Harold DeRienzo, was a founder in the mid-1970's of Banana Kelly, which organized housing protests in the South Bronx. Now 34, he said he felt that organizers had learned many lessons, not only about how to deal with authority, but about how projects can be designed to sustain themselves.

With Pratt involved for architectural and technical expertise, Consumer-Farmer providing financial services, and Acorn's squatters transformed into the Mutual Housing Association of New York, the project "was something the city could live with," Mr. DeRienzo said.

In a mutual housing association, neighborhood residents form a collective, contributing some money and a lot of "sweat equity" to rehabilitate buildings for their own use in return for public support and limited ownership. The collective — in this case the Mutual

Housing Association of New York — retains title to the land. If owners choose to sell, the association has the right to repurchase for a price reflecting only individual investment, not the market.

To Mr. Shiffman, mutual housing represents "a new form of social contract between the city and its poorer residents, who get buildings at a nominal fee while giving up their right to speculate and maximize profits." He continued, "The transfer of property in return for the promise of housing for low-income residents in perpetuity is a good one."

At the same time, he and others say, the collective provides capitalization, mutual help with construction and economies of scale in purchasing goods and services. Intense community involvement, coupled with the association's waiting list for more housing, also should create pressure on the city to continue transferring property.

Other experts are more skeptical, suggesting that mutual housing requires a level of community organization and sustained commitment that will be hard to duplicate widely. To make a significant impact, the city would have to commit money and property on a large and ongoing basis.



The New York Times/William E. Sauro

Francisco and Norma Jusino outside their home on Blake Avenue in the East New York section of Brooklyn. They took over the house with their six children and grandchildren more than two years ago.

Students rebuild homes, their lives

By Laurie Goering

A year ago, Hyseal Shepherd's life was crumbling like the boarded-up mansions he walked past on his way to school.

Teachers described the 13-year-old as "one of the worst kids in school," a troublemaker at Price Elementary School with a bad attitude and less of an aptitude for spelling and math than for the toughs that ran his decaying Oakland neighborhood on the Near South Side.

It was an attitude shared by many of his classmates, who felt they had nothing to look forward to but poverty and joblessness in a dead-end neighborhood.

Not any more.

This year, Shepherd, a quiet and handsome 14-year-old in a Penn State sweatshirt, is at the top of his class in math and spelling and hasn't missed a day of school. He's quick to offer help to other students and was even named Citizen of the Month at Price earlier this school year.

"I feel like I'm somebody," he said, smiling. "I like coming to school now."

That's because this year, he and 34 other students have become pioneers in an unusual school program designed to turn around the poorest communities on the South Side by revitalizing both their people and their crumbling historic buildings.

Led by Floyd Butler, 50, a Price math teacher, the

See Vacant, pg. 6



Tribune photo by Carl Wagner

Floyd Butler (foreground), Billy McGhee (wearing glasses), of the National Organization of Minority Architects, and Butler's students stand outside a building they hope to renovate.

Vacant

Continued from page 1

students have organized as the Young Urban Preservationists Society, the first inner-city historic preservation group for youths in Chicago.

Their goals are grand and simple. In an area where 42 percent of the buildings are boarded up and vacant, the group wants to rehabilitate and protect the best, from the grand commercial edifices that housed historic black businesses in the 1920s to the elegant greystone and brick mansions that line Drexel Boulevard near their school.

In doing that, they hope to also rehabilitate their lives. They are already learning job skills and gaining insights on careers.

"The idea is to get these kids involved so they'll stay in the community and be committed to saving this area," Butler said. "They already talk about where they'll live and where their children will live."

The neighborhoods the kids want to save include some of the poorest in the city. In Oakland, Kenwood, Douglas and Grand Boulevard—an area extending roughly from the lakefront to Cottage Grove Avenue and 31st Street to 51st Street—per capita incomes aren't much higher than \$2,000 a year.

But those areas are rich in history. In the last century and the early part of this one, their stately mansions were home to the wealthy and powerful, including pioneering black newspaper and cosmetics entrepreneurs.

Butler got his idea of linking historic preservation and education two years ago after watching as two of the abandoned greystones he had hoped to renovate were destroyed by vandals and architectural scavengers.

At the same time, Butler was having trouble motivating the students in his classroom, then at Bradwell School. Most of the time, they slept in class or paid little attention.

So Butler decided to use historic preservation as a theme to teach the rest of his subjects, an idea he concedes initially hit the kids as "something totally out of space."

Today, though, students in Butler's 8th-grade class at Price, where he moved to expand his program, practice math skills by computing mortgages on the homes they hope to restore. In history class, they talk about historic buildings and the people who built them.

They draw blueprints of shopping malls and hotels they one day hope to build. And they create land-use maps for their neighborhoods and talk about why the area has so many liquor stores and so few corporate offices.

Chicago Bee Building, at 3647 S. State St.

That building is now one of eight on the South Side considered to be part of the historic Black Metropolis.

"That's the greatest motivating factor," Butler said. "These kids thought they were bad, that this area had the worst people. Now they've decided they're not so bad, that African Americans have accomplished things. They have a great sense of pride."

The change in attitude has produced results in the classroom. Butler's students, which he says he chose from a group of "throwaway" students at Price, now have the best attendance record in the school, at 93 percent. He calls them his family.

Their grades are up and so is their self-esteem. Some of the boys still want to be professional football and basketball players when they grow up, but they also talk about being architects, landscapers, professional rehabbers or real estate attorneys.

Michael Johnson, 14, wants to be an architect. As a class project, he and friends have created a building firm called Blue Civil Industries, and have drawn up blueprints and a computer printout of financial projections for their project.

"Before I was nervous," Johnson said shyly. "Now it's fun. You get to do your own projects."

The students' biggest project yet is expected to begin this spring, when they will try their hands, for the first time, at rehabbing a building. The group, which has been working with the City of Chicago to get title to several abandoned buildings and to win grant money, hopes to restore a 22-room mansion on South Michigan Avenue that Butler would live in and turn into a community center for kids.

The students are seeking the help of black architects and contractors and hope to restore other buildings, including an old school at 4545 S. Drexel Ave., which would then be resold. Eventually, the students—who will continue in the program through their senior years in high school—hope to be paid for their efforts.

"It'll sure look good on a résumé," Butler said. "Here you're 14 years old and you can say, 'I've actually done this. I've been paid.'"

The project has been aided by agencies such as the National Trust for Historic Preservation, which sees the effort as a way to make historic preservation relevant to more than white, middle-class Americans.

"Oftentimes, these kids don't see where they fit in society," said Ben Handy, a field representative from National Trust's Midwest office, who has worked with the students. "This opens a new world to them."

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PHOTOCOPY
PRESERVATION

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"With Mr. Butler, it's like he teaches one subject with everything in it," said Shepherd. "And he makes us care about what we got around here."

Most importantly, the students talk about the accomplishments of other African Americans from their neighborhood, like Anthony Overton, a cosmetics and publishing entrepreneur who built the historic

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"When they get involved in this, they don't want to be in gangs. They don't want to get into drugs," said Dr. Carl Lawson, the principal at Price. "They're turned on to education."

But the most convincing endorsements of the program come from the students themselves.

"We keep dreaming," Shepherd said. "Everyday we have more expectations."

PHOTOCOPY
PRESERVATION

PROFILE: UYA AT PRATT CENTER

An estimated 40,000 housing units become unusable every year in New York City as a result of abandonment, fire, foreclosure or inadequate maintenance. The number of vacant apartments, especially those with rents below \$100 a month, has dropped to a critical level. Not enough new units are being built to replace the old. New York's housing shortage has reached a critical stage.

Inflation has driven up the cost of buying or renting an apartment or house. With landlords refusing or unable to pay property taxes, city government has become the largest landlord in the area. Conversion to municipal ownership has exacerbated the housing shortage for low- and moderate-income families because the city does not have the resources to properly maintain or manage these buildings. At some point tenants give up hope that conditions will improve result-

ing in the abandonment of their apartments.

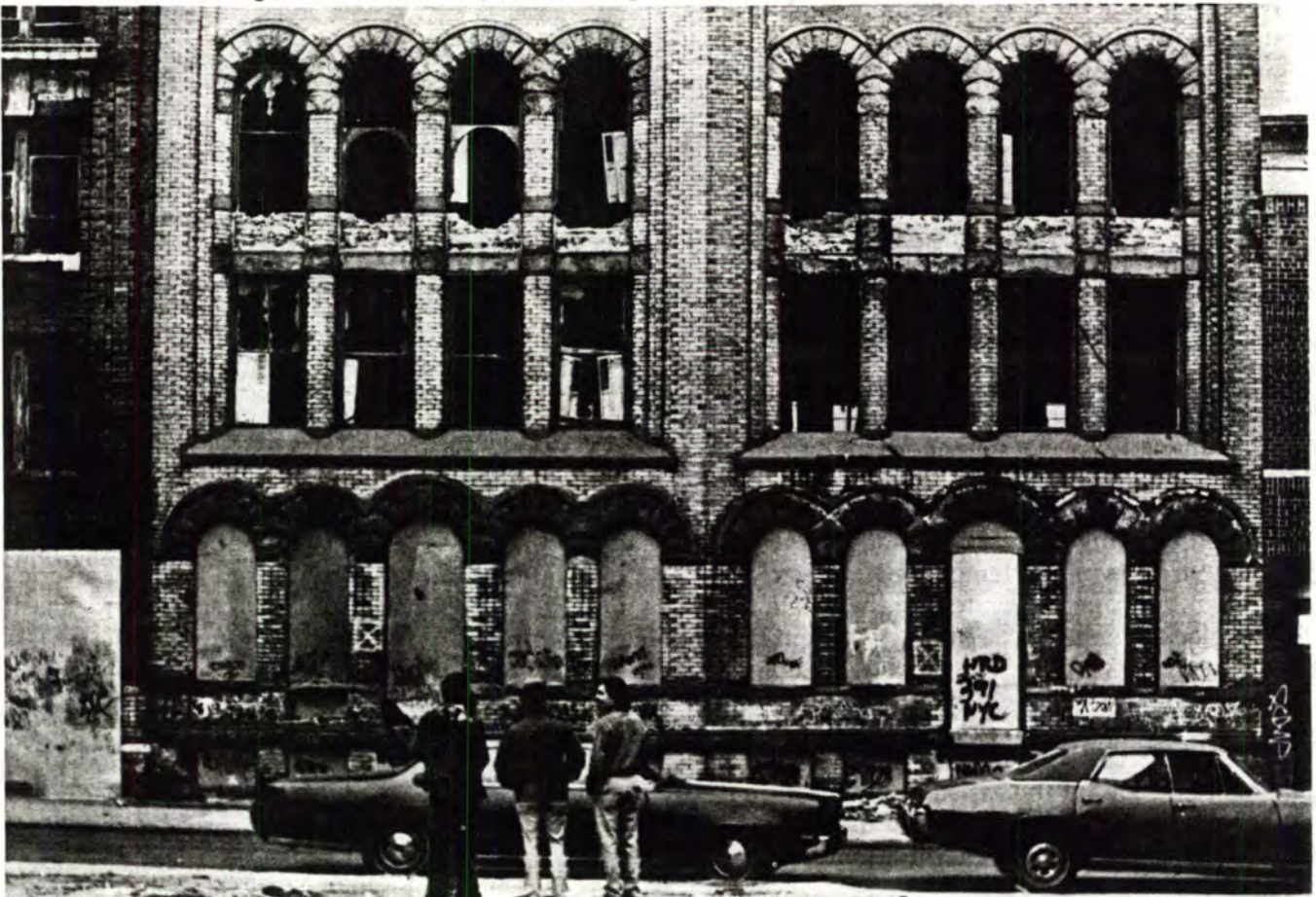
Realizing the city could ease neither the housing shortage nor the problems that accompany it, hundreds of neighborhood groups have been formed in the metropolitan area and are beginning the slow process of renovating and revitalizing their communities. Many of these groups are in low-income communities. Most, lacking the capital and knowledge to attack housing problems, have turned to public and private sources for help.

The Pratt Center for Community and Environmental Development has a long history of working with community groups on housing rehabilitation.

Advocacy Planning

The Center, located in Brooklyn, is a technical and advocacy planning organization that has,

The architectural planning for the renovation of these buildings has been done by UYA Volunteer Vivian Lee.



since its inception in 1963, become more and more involved with low-income community groups. The major goal of the Center is to facilitate communication between community groups—which plan and develop projects—and the public and private agencies, which fund them. The Center provides technical assistance, information services, advocacy planning and leadership training to communities requesting these services.

University Year for Action (UYA) Volunteers have allowed the Pratt Center to increase the number and scope of projects in the area of housing. UYA Volunteers are Pratt students who for one year, provide technical services requested by community groups. Presently there are 22 full-time Volunteers working at the Center alongside 15 non-volunteers.

The walls of the large rooms which serve as offices for the Center staff and Volunteers are covered with drawings and pictures of gutted buildings that one day will become habitable living units. Next to them are detailed architectural plans for their renovation. Professional looking, hand drawn maps of neighborhoods cover drafting boards. The maps plot the houses, buildings, stores and open areas of neighborhoods.

Walls and bulletin boards are cluttered with announcements of community meetings, appointments, newspaper clippings and sayings copied from the graffiti which decorates many New York City buildings. On one desk is a newspaper article describing the joys and advantages of living in the South Bronx during the 20s and the 30s.

Banana Kelly

Harry Cyrille, a current Volunteer, and Kevin Johnson, an ex-Volunteer serving as a consultant at the Pratt Center, are working with the Banana Kelly Community Improvement Association.

Located in one of the nation's most blighted areas, Banana Kelly is a neighborhood of contrasts. Debris and rubble stand where once stood a full city block of tenements. Newly or partially renovated buildings neighbor rundown ones. Half of Kelly Street is being demolished. A red, white and green birdcage is perched on the single tree on the block. Unemployed men gossip and listen to music on the corner. Neighborhood workers and their supervisors are rehabing three buildings in the same block.

Entering into their first housing rehab venture, Banana Kelly sought the assistance of Pratt Center UYA volunteers to draft the preliminary drawings for the renovation of three buildings on their street that residents had already cleaned and sealed. The



CETA workers installing insulation at Banana Kelly.



This boy will live in one of the newly renovated apartments on Kelly Street.

Association had a vested interest in these buildings as 21 neighborhood families would eventually own them. Working together the Association and Volunteers planned the design and layout of the apartments from the number of rooms per apartment to the position of the kitchen sink.

Preliminary architectural drawings were submitted to the Housing Preservation Development (HPD) of New York City and approved. To begin renovation, funding was secured through a series of private and government sources. Under a sweat equity program, the interiors were gutted. CETA workers began the renovation.

Energy-Saving Features

Cyrille and Johnson revised the plans several times at the request of the community. Finding quality materials at the lowest costs proved difficult. Thick insulation and solar collectors were installed to save on high energy costs. Every

building will have a community garden. An open area now filled with debris will be transformed into a community park.

"The results will be worth the two years I spent here as a Volunteer and consultant to Banana Kelly," says Johnson. "Three years ago these buildings were totally abandoned. This summer over 100 people will be living in them. These apartments are not typical low-income housing units, but are spacious and well-designed. If they were located in Manhattan, the demand for them would be incredible."

Cyrille goes on to say, "This small group has proved that poor people can organize to improve their housing situation. These apartments were renovated by the community—not the government or some developer. Who knows what they may be able to accomplish in the next five or ten years?"

Though Williamsburg has not suffered the extreme urban decay of the South Bronx, the neighborhood has begun to deteriorate. Volunteer Vivien Lee states, "Abandoned buildings are a common site and unemployment is high." The arrival of developers and the encroaching effects of building abandonment and deterioration led to the organization of Los Sures, the Southside United Housing Development Fund Corporation.

Community Ownership is the Goal

Over an eight year period, Los Sures has developed from a small grass-roots organization to a fairly powerful citizen's housing and advocacy group. Doug Moritz, an ex-VISTA Volunteer is now director of development for the Los Sures group that has an annual budget of more than four million dollars, manages 37 buildings, supervises the gut rehab of 10 buildings and is presently constructing two more. In their third year with Los Sures, Volunteers are providing architectural and urban planning technical assistance.

Patrick Vilmenay's architectural plan for the gut rehab of a three-story building has recently been approved by HPD. When funding sources can be found, a sweat equity program will be started and CETA workers contracted to rehab the building. "Though we have to contract for private architects, UYA volunteers have saved the community thousands of dollars that would have otherwise been spent to contract even more," says Moritz.

Community ownership is the goal of the Los Sures group. The process is a long one. By setting up an account in their name residents have assumed the task of managing the buildings that

landlords had refused to maintain. Because the tenants refused to pay the rents or because the rent-rolls did not meet the maintenance expenses, residents have gone to the courts to petition that they or Los Sures gain power to manage the buildings. If tenants can show proof of landlord neglect and can provide documented proof of their expenses, the courts have been willing to grant them or Los Sures, the power to do this.

When a landlord does not pay property taxes, the city can foreclose on the building. The court has allowed the Los Sures group to manage many of these buildings. The passing of control from the landlord to the city has allowed Los Sures to apply for HUD monies. Complementing rent-rolls, these funds have allowed tenants to make much needed repairs and at times to break even.



UYA Volunteer, Vivien Lee plots a land usage map.

"The goal of the community management has been cooperative ownership by tenants. At this point in Los Sures history, community ownership has not occurred but very possibly will in the future", states Moritz.

Vivien Lee is working on a planning project that will enable the community to identify problem areas in the neighborhood. Conducting a block-by-block survey, Lee checks every building for vacancy, condition, assessment value and usage. A map is drawn of every building on every block to identify and locate buildings vacant, changes in commercial activity, shifts in population and buildings that should be sealed or demolished. Currently Lee has finished the preliminary architectural plans for two six-unit tenements that will be submitted to HPD for approval.

Displacement of Low-Income Families

"Gentrification"—the process by which lower

income persons are displaced from older, inner city neighborhoods when higher income residents move in—has become a major concern to Peter Ogman, Rashid Khomailou and Steve Beals, three UYA volunteers at the Pratt Center. These Volunteers are currently working in the Boerum Hill area of Brooklyn, an area in which "gentrification" has already begun because the neighborhood is near Manhattan and has desirable, well-constructed brownstones.

Working with low-and moderate-income persons who still predominate this area, the Volunteers prepared preliminary architectural drawings for the rehab of a city-controlled building on Wykoff Street. Community people were cleaning up the building when the landlord reclaimed it by paying back taxes.

In an area such as Boerum Hill and in other changing neighborhoods of Brooklyn "this is a fairly common occurrence" says Ogman. "Landlords refuse to or cannot pay their property taxes and buildings deteriorate without the proper maintenance. Eventually tenants abandon the buildings. When middle-class people start to move into an area, the landlord then pays taxes because

he or she can sell or rent for a profit. Eventually poor or low-income persons cannot afford the rents and have to move."

Discouraged by the loss of the Wykoff Street building, the Volunteers and neighborhood groups increased their efforts to reduce the effects of "gentrification" in the volatile Boerum Hill area. Volunteers are working on a planning study to monitor displacement, employment shifts and housing activities. Community groups and Volunteers have joined together to find another city-owned building to rehabilitate. Ogman says, "We are trying to develop a plan by which low-and-moderate-income people have a running chance to compete with middle-class people."

Volunteer and Community Interaction

Different projects require different types of assistance, but the Pratt Center basically follows these steps in dealing with community groups.

—*Solicitation*: The initial contact between a community group and the Pratt Center is made by the community group.

—*Needs assessment*: The Volunteer and his or her supervisor participate in a series of meetings with the neighborhood group to determine needs of the group in relation to services provided by the Pratt Center. Often it is necessary to refer community groups to other agencies more adequately equipped to service the group's needs.

—*Planning*: If the Center agrees to undertake a project, the community group and Volunteers formulate an operational plan.

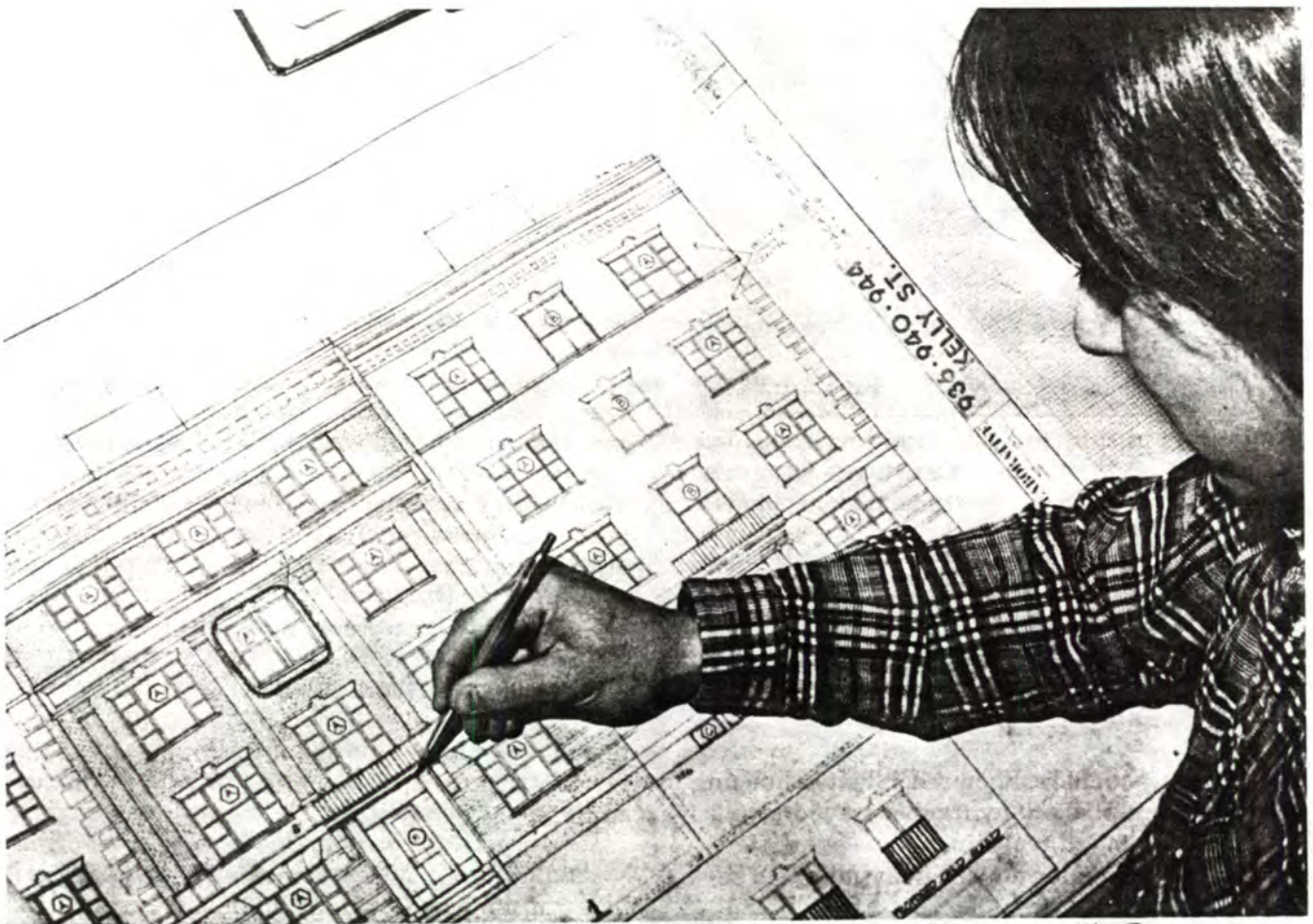
—*Implementation*: Based on an agreed upon plan Volunteers and the community group begin to implement the plan which may take years and require many revisions and modifications.

The success of the projects carried out by the Pratt Center volunteers depends greatly on the level of involvement of Volunteers with community groups. Past experience has shown that projects carried out by the Pratt Center, without community input and involvement, do not succeed.

"Perhaps one of the most basic functions of the Volunteer", according to Gary Waclovski, a current architectural supervisor and former VISTA Volunteer at the Center, "is to give direction to community groups in order to help them understand and find their place in terms of the future. If you can direct their activities, they can develop powerful clout. The problem is that energies are often so unharnessed and misdirected that the process (of organization) is difficult."

The role of the Volunteer varies. The Volunteer





Kevin Johnson's plans for the buildings on Kelly Street.

may act as a resource person or as a facilitator in negotiations between community groups and government agencies to obtain funding, building permits or ownerships of buildings. Volunteers who are students of urban planning conduct microstudies of given areas. A microstudy may be a survey of a building or of a neighborhood to determine conditions, vacancy rate and assessment value of buildings in that community. Volunteers may be asked to undertake studies to determine how a commercial area can be revitalized.

Most neighborhood groups, though, solicit Pratt Center's help for architectural planning and design.

VISTAs and UYAs Work Together

A reciprocal relationship exists between New York City VISTA projects and the UYA project at the Pratt Center. The organizing skills of the VISTAs are complemented by the technical capabilities of the UYA Volunteers. For example, VISTA Volunteers assigned to the Adopt-a-

Building Project have supported residents on the Lower East Side of New York City in their efforts to organize themselves around housing issues. Deciding to renovate several buildings, this group solicited the technical assistance of UYA Volunteers at the Pratt Center.

UYA Volunteers have collaborated with VISTAs at the Banana Kelly Association during the developmental stages of their project which led to the rehabilitation of three buildings in the South Bronx. In April, VISTA Volunteers began assisting established neighborhood groups in the Williamsburg area of Brooklyn in their efforts to strengthen their organizations and to conduct surveys of building and land usage in that area. UYA Volunteers have drawn up preliminary plans to rehabilitate several buildings with a Williamsburg community group.

The UYA project, in its third year at Pratt, has proven to be rewarding and sometimes frustrating to Volunteers. Many are not able to see or participate in the completion of their projects. Years may



elapse between the time an area survey is started and a building is completely rehabilitated. Plans may have to be revised several times to meet standards and expectations of city or federal agencies, and those of neighborhood groups. Sometimes a community organization cannot find enough funding to start rehabing buildings.

Real People, Real Situations

"There are people living in rehabilitated housing units that were planned by us. We are working with real people and real situations—not designing imaginary summer houses with unlimited resources for imaginary people," says Cyrille. He adds "When you come here (to the Center) you're able to participate in all aspects of our profession. You learn a lot about architecture and housing and even more about people."

Sergio Ocasio's reasons for being a UYA volunteer were closer to home. He is doing the preliminary architectural drawings for a building two blocks from where he lives. Kevin Johnson is still working with the Banana Kelly Association because "I wanted to see the completion of these buildings. I have worked here going on two years and have invested a lot of energy and emotion on the project and the people who will eventually live in these buildings."

Besides offering assistance in technical areas, the Pratt Center also sponsors leadership programs and an information service. The leadership training program of the Center has evolved from relatively formal efforts—such as lectures and seminars for community residents—to one of experimental learning in which participants get on-the-job training with Center staff. Pratt's goal is to produce qualified and competent community leaders who can deal effectively with public and private organizations.

Pratt Center has published a guide entitled, *The Pratt Guide to Housing and Renewal for New Yorkers*. Though the guide is specifically geared towards housing issues that affect New Yorkers, it can also serve as a useful tool to Volunteers dealing with housing issues in other parts of the country.

The guide describes HUD and FHA programs which affect low-income persons and how these programs may be utilized. Because many cities have housing codes and programs similar to New York's, the comprehensive sections relating to tenant's rights issues can be used as a resource elsewhere. The guide is \$5.00 from:

Pratt Institute

Center for Community and Environmental Development

Brooklyn, New York 11205

The Pratt Center will respond to specific written request for information about the program and the services that they offer. Contact them at the above address.

A magazine on housing and housing related issues, *City Limits*, is published by Pratt Institute, the Association for Neighborhood Development and the Urban Homesteading Assistance Board. *City Limits* is geared to housing issues specifically related to low- and moderate-income persons. Written for a New York audience, the magazine covers federal legislation and programs affecting low- and moderate-income persons nationwide. Community development and restoration, HUD funding programs and tenants rights have been explored in recent articles. The yearly subscription rate is \$6 for an individual, \$20 for an organization. *City Limits* is published ten times a year. Order from:

City Limits

115 East 23rd Street
New York, NY 10010

Advocacy planning is alive and well in Brooklyn

It's no exaggeration to say that Ron Shiffman is part of a dying breed, the advocate planner. Shiffman, 38, is director of the Pratt Institute Center for Community and Environmental Development, an advocacy planning wing of Pratt Institute, the Brooklyn, New York, professional school. Since 1963, when Pratt's George Raymond started the center, Shiffman—first as deputy director and, since 1971, as director—has devoted his energies to providing the poorer people of New York City with technical expertise to help them fight city hall and make a better life for themselves.

Over the years, PICCED, as it is known, has had a number of significant accomplishments, including:

- The construction of 42 units of replacement housing for families displaced by factory expansion in the Northside neighborhood of Brooklyn;

- The formation of the Pratt Architectural Collaborative to provide everything from preliminary sketches to working blueprints for community groups involved in restoration or construction of housing; the collaborative's four volunteer architects are already at work on some 22 buildings;

- The completion of a 12-block miniplan for the People's Development Corporation, a Puerto Rican group in the Bronx; the plan includes funds for urban homesteading, a solar station, and commercial rehabilitation;

- The planned construction of 176 units of housing for the elderly, valued at \$6 million, in the St. Nicholas neighborhood of Brooklyn;

- The planned rehabilitation of two buildings in Manhattan's Clinton area in the West Forties;

- The publication of *Street*, an informative and readable periodical covering local and national planning issues; and

- The formation of the New York City Housing and Community Development Coalition, comprising some 64 neighborhood groups of various racial and economic composition, to act as a unified lobbying force in matters of citywide impact affecting neighborhoods.

These are just some of the accomplishments of the center, which oper-

ates on a \$250,000 annual budget and includes a professional staff of 14 architects and planners and four volunteer architects, 20 or so Pratt students working part time, and several studio classes from the school itself.

Shiffman, who was born in Tel Aviv, got his bachelor's degree in architecture and his master's in planning from Pratt. Active in the civil rights movement in the sixties, he worked for consultants for a while before coming to Pratt in 1963, eventually moving up to the rank of associate professor in the architecture school.

Shiffman was interviewed by *Planning's* Robert Cassidy at his home recently.

Planning: *What's happened to advocacy planning? Ten or 12 years ago it was the rage among planners. Now it seems there are very few people who are doing it. Why?*

Ronald Shiffman: Well, first, I think a lot of the people who entered the advocacy planning and architectural fields confronted the realities of the situation and were turned off by the fact that the glamour wasn't there. There has to be a lot of staying power. A lot of people didn't understand what advocacy planning and architecture were all about. I think the professions saw advocacy as a means of generating work for people in the field.

To some extent a lot of those involved in advocacy planning originally were involved through their affiliation with professional groups like the AIA, AIP, and ASPO. I don't think there was ever a sincere commitment from these organizations or a sincere dollar commitment to the whole advocacy procedure.

The other major flaw was that everybody correlated advocacy with the black planners and black architects who wanted to come out and practice traditional architecture and planning. Yet they were perceived by everybody as advocates, and their only opportunities came to them this way. And indeed a lot of them were interested in what was really a social form of architecture and planning.

Unfortunately, today we are not attracting as many blacks and Puerto

Ricans or women as we should into the profession. And we're not getting them from the lower income communities. As a result we're not seeing that fervor that should be pushing us toward the solution of social problems.

What we were trying to do was provide people with the resources and the ability to make decisions about their own environments and about the future life styles and quality of life in their own communities—based on information, technology, and expertise not available to them because they were poor. That lack of access to these resources still exists today, so there is still demand for the advocate planner.

Q. *But the glamour's gone? There's not much interest in advocacy?*

A. Yes, the same way there's not much interest in providing those kinds of services in the medical field or the law field or wherever. However, the necessity is there, and as a result there will always be people there.

There is one other phenomenon, and that is that neighborhoods have learned a lot since the 1960s. Much of what planners were providing in the sixties is now being undertaken by the neighborhoods themselves.

Q. *It's not just black neighborhoods learning from the civil rights movement or the OEO programs, but also white ethnic neighborhoods, isn't it?*

A. Yes. The major contribution of the civil rights movement in this country is that it reawakened a lot of the white communities as well. The white communities owe a debt to the black communities because they are beginning to seek out their own desires and to organize. I think once they do that, coalition building and substantive involvement with one another can take place.

Q. *How much opportunity is there for real coalition building?*

A. There's a tremendous opportunity for coalition building. If the sixties were years of organizing, I think the seventies are years of coalition building. The real difference between now and when we got started is that, while we haven't abandoned the idealism, we have a great deal of realism. People in neighborhoods realized that for them and their neighborhoods to survive they are



Ronald Shiffman, director of the Pratt Institute Center for Community and Environmental Development in Brooklyn,

New York, here participates in an architectural charette to help neighborhood planners in Birmingham, Alabama. The

Pratt Center has sponsored subsidized housing programs and architectural and planning technical assistance.



going to have to answer to coalitions with their adjoining communities so that they can get a piece of the pie too. Through the coalition process they are able to negotiate more for their own neighborhoods than if neighborhoods fight each other and nobody gets anything. Coalitions can expand the pie rather than necessarily having to fight for a restricted pie. It's a good trend, and I think it's going to continue for the foreseeable future.

Q. Let's get back to Pratt Center itself. When we talk about advocacy planning, the common thought is of an almost Alinsky-type approach to community organizing. What do you feel is your role?

A. We don't consider ourselves organizers, and to a great extent we're glad we're not organizers. We work with organizers. Our role basically is to come in and facilitate the activities of the neighborhood organizers and the community leaders and followers.

Q. So the emphasis is on the provision of technical expertise that the neighborhood can't supply because people haven't been trained, right?

A. That is basically correct. We are able sometimes to provide architectural plans or point to potential resources for a minibus system or programs for the elderly. We're in contact with government officials and know, for example, when jobs will be available under the Comprehensive Employment Training Act or a public works program. Or we can provide the community organizers with the tools needed to achieve some level of success in their organizing efforts.

The Pratt Center started in the planning department at Pratt, but we broke away because of some differences. We functioned independently of the school for quite a long time, and now we are growing together again, basically because the people who now run the planning department are working a little bit closer to what we are doing. We envision what we are doing as an educational role and model for running a planning school. Our students are not the traditional students. We have as our students the neighborhoods in which we work. We have as our students ourselves and the volunteers who work with us, as well as regular students. The interaction among all of us in learning about our urban environment—the community resident, the person who wants to become a planner, and the person who is a planner, each teaching the other—creates a unique educational experience.

We do interpret what the theoretician or the abstract planner is doing, to see how it can be applied to the neighborhood. But what we are trying to do is to demystify the planning profession, to begin to share the experiences and the contacts that we as planners have with people in the neighborhoods and people in city government, so that their decisions can be based on those experiences, and to try as best we can to gather the information, the techniques, the legislative frameworks, and the means for implementing and gathering ideas so that we can transfer them to others. I think the biggest problem we have in planning is in transferring our knowledge and our information to the decision makers.

Q. *Looking back on 12 years of work,*

what lessons, ideas, and concepts have you learned here that could be applied elsewhere?

A. The first has to do with advocacy planning. Our definition of the word "advocacy" is derived from the legal profession. We believe very firmly that people have the right to have their interests represented. The adversary relationship used in the legal profession is one that is well worth pursuing and one in which, too often, low-income black, Puerto Rican, and other minority groups—and low-income whites, for that matter—have not had the proper representation.

That is our focal point, to provide them with the representation. We base our approach to planning on the adversary and advocacy system of the courts. Unfortunately, we don't believe there is a decision-making process [for planning issues] that is even as good as the courts.

The other lesson is that in dealing with neighborhoods you cannot base the provision of technical assistance solely on volunteers or students. I say this to other universities that may be looking at setting up similar programs. What you need is a core staff to provide the continuity, the technical backup, and the necessary supervision. Students, faculty, volunteers will pop in and out. Their summer vacation, a job, or something will distract them. You need to have the continuity of a core staff, and that we find is essential to working on any program.

The third lesson is not to have so much confidence in your own technical ability that you don't learn from your clients.

Q. *You mean a little humility goes a long way?*

A. A lot of humility goes a long way. There is a tremendous amount to be learned from every new group that you come into contact with, and I am not only talking about the nature of their own neighborhood and some of the aspects of life in their neighborhood, but I am also talking about the planning process and your own attitudes and approach to problems. I think attitude is very important. Too often we have preset ideas on how to function in given circumstances. I

think we have to question those preconceptions continually.

Q. *Could you give an example of something you learned that you could not have learned without being involved in this kind of work?*

A. Oh, yes. I can think of one having to do with the relationship of buildings to the street. One woman in Bed-Stuy [Bedford-Stuyvesant, Brooklyn's largest black ghetto] said that she didn't want to live any higher than where she could yell to her kids. We don't have to go through all the studies to understand that what people want is a sort of a rapport between the fourth floor and the street.

Also, there are quite a few things that we tend to forget as planners. Some of this has to do with physical design—our almost strict adherence to FHA standards and formulas, for example. We forget the families we are designing for, whether it is the Italian family that doesn't want a kitchen separated from the dining area, or whether it is the need to set up a senior citizen housing complex for people who don't want to go to nursing homes and yet need a more supervised living environment.

Let us, for instance, do a design after speaking to a lot of senior citizens and their relatives. Let us do an approach to setting up congregate living and mixing that with other types of living. We are discussing that right now in Williamsburg [a Brooklyn neighborhood with a large elderly population], where we got a clearance from the federal government to build. Whether we will be able to build that way, we don't know, because we think we need a lot of legislative and financing changes in order to accomplish it.

But we tend too often to separate people from their own neighborhoods, to segregate them. Learning about people, gaining sensitivity to people, whether they are black or poor or disabled or elderly, and not denying them their own integrity and their own rights—that is something we, as planners and designers, continually must do because our consciousness is not where it should be. □



Pratt Institute's Center for Community and Environmental Development

Art, architecture and design students
serve as Brooklyn's advocates.



URBAN DECAY has for years afflicted many areas of Brooklyn, bringing with it what planners have called "the common ills of substandard housing, inadequate public services, inadequate school and recreation facilities and programs, poverty, unemployment, poor transportation, chaotic land use, and the whole discouraging array of social and economic problems that pervade underprivileged areas of the city."

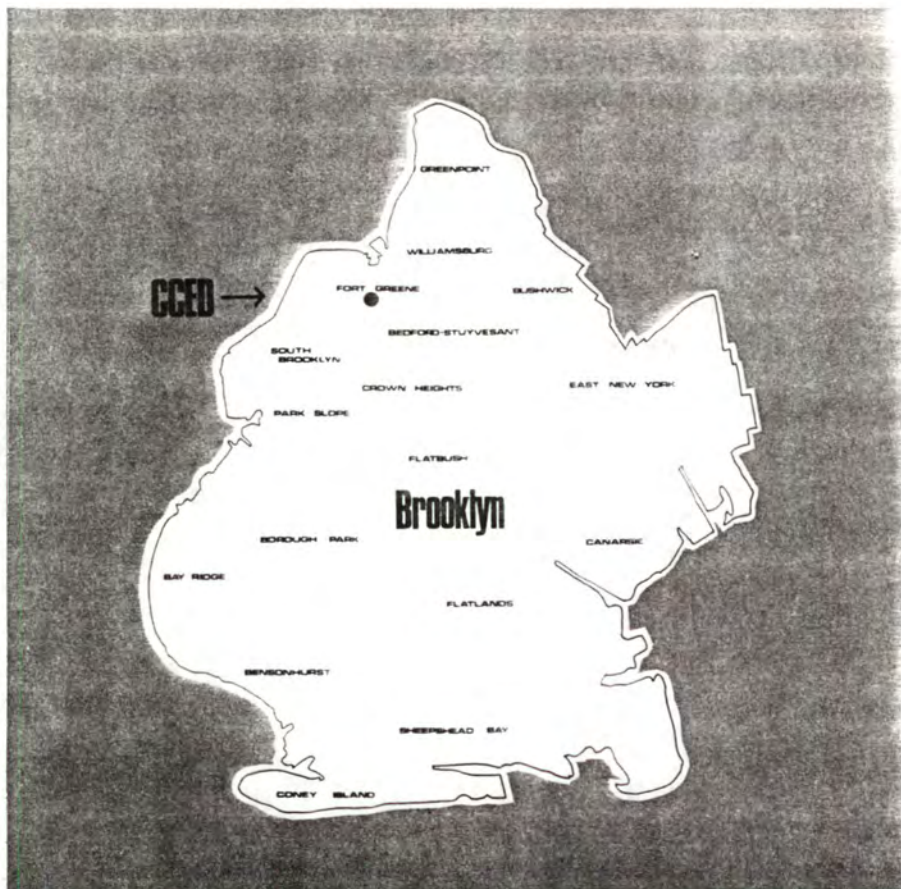
Pratt Institute, long regarded as one of the nation's foremost art, architecture, and design schools, is located in one of the decaying areas in the northwest corner of Brooklyn, bordered on the north and east by Brownsville and Bedford-Stuyvesant, two of the most depressed sections of the populous borough.

Only within the last 10 years has Pratt become genuinely involved in efforts to stop the deterioration and resurrect some of the charm of Brooklyn's old brick neighborhoods, wide malls, and generous parks. The vehicle for Pratt's involvement is its Center for Community and Environmental Development (CCED), formed in 1963 as an outgrowth of the institute's Department of City and Regional Planning. At first, the center attempted a fairly abstract educational effort, attempting to arrest Brooklyn's creeping decay by providing traditional classroom and workshops for residents interested in community development.

Inertia frustrated that strategy, and center administrators later altered the program to what CCED founders George M. Raymond and Ronald Shiffman call a more directly goal-oriented approach, best described as a participant education process, in which the

(Continued on next page)

Four steps (left) in the construction of an "instant building:" briefing, prefabrication, assembly, completed structure. Above, CCED's territory and projects in Brooklyn. Hank Prussing's wall mural at right depicts people on the Harlem street below.



center staff takes part continuously in local community organization meetings and projects, and assigns students to specific projects.

In 1968, partly as the result of a campus strike that expressed Pratt students' desires for greater academic relevance, the center opened its doors to all groups and evolved into an "advocacy-planning organization," still professionally staffed, still heavily underwritten by the institute, and still goal-oriented, but expanded by student volunteers whose formal connection with the center is an elective, five-credit course in social action.

"Now," said Rex Curry, assistant director of the center, "it serves a problem-solving function on a request basis, instead of being a research group and information-dispenser."

The center's first move was to send 60 or 70 student volunteers out into Brooklyn to establish storefront aid outposts. The information gleaned there from complaints, requests, and simple observation, was fed back to the Central Brooklyn Coordinating Council, a black group, which subsequently formed community conference organizations. The center now works or has liaison with 67 such groups.

Neighborhood organizations are the Pratt volunteers' entre to CCED's various clients, who would otherwise be highly suspicious or even hostile toward well-intentioned outsiders bent on intruding into



Street, the magazine of the Center, can be subscribed to, along with all other CCED publications, by contributing \$5 or more to the Center at 240 Hall St., Brooklyn, N.Y. 11205.

communities with improvement in mind. Under the present setup, initiative originates with the community and its members, so that advice, aid, and student creativity come as welcome solutions to real problems.

Currently, the center, directed by Shiffman and a seven-member professional staff located in a converted carriage house just across Hall Street from Pratt campus, operates semi-independently on a deficit budget. The 1973-74 budget is roughly \$210,000, and \$143,450 of this is covered by grants and money from Pratt itself, which means that the center will probably wind up the year more than \$66,000 in the red. The center offers Brooklyn residents free architectural aid, detailed land use and environmental impact surveys, housing studies, planning research, community development conference sponsorship, and community leadership training. It also publishes a sizable number of educational and

reference publications in health, housing, neighborhood improvement programs, and environmental protection, and a bi-monthly magazine called *Street*, which provides practical advice on how to cope with the urban environment.

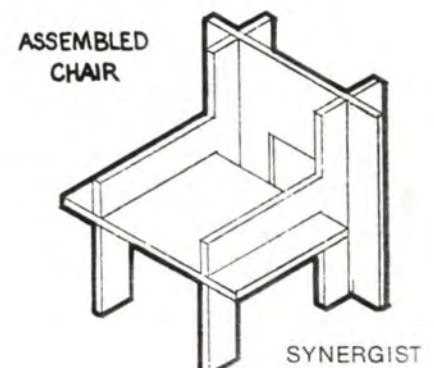
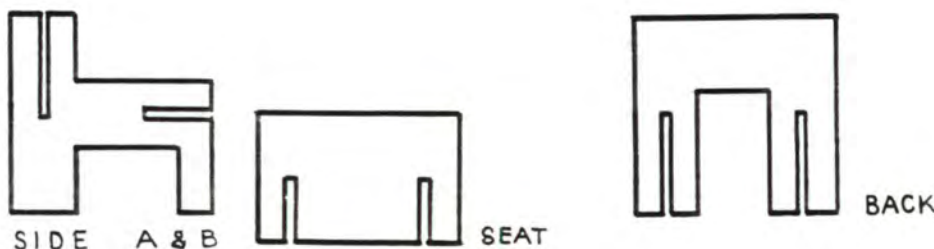
In addition, the center offers Pratt students the Social Action Course, which is an all-institute elective taken mostly by architecture and planning students; a community design program, which gives art and design students a chance to work at real problem-solving; a Federal work-study program; and a tremendous opportunity to perform meaningful community service.

At this writing, 25 or 30 students are working year-round at 22 social action projects, including:

- Redesign and development of parks in Crown Heights, Bedford-Stuyvesant, South Brooklyn and Park Slope.
- Creation of alternative plans for development of mixed residen-



Since the Center for Community and Environmental Development can draw on the talents of Pratt applied arts students and faculty, one of the organization's specialties is inexpensive, do-it-yourself construction. Below, and at right, are designs for pleasing, functional articles of children's furniture—a chair and a multi-purpose play device that serves as a seesaw, table, and bookcase—that can be cut out of ¾-inch plywood. Designs are often published in *Street*, but are published separately for subscribers.





A central attraction at a CCED-organized South Brooklyn Waterfront Festival, the Hudson River Museum's sloop *Clearwater* took outing guests on rides around New York Harbor. The Center uses such events to create interest and community pride among Brooklyn residents.

tial-industrial areas in Coney Island, South Brooklyn, and Northside neighborhoods.

- A study, commissioned by the Bay Ridge Rat Committee, of the area's rodent lifestyle and the cause of a rat population explosion.

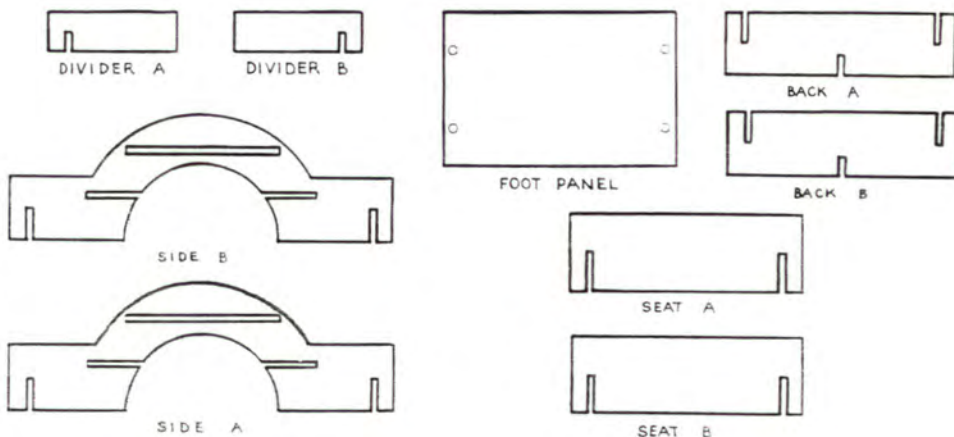
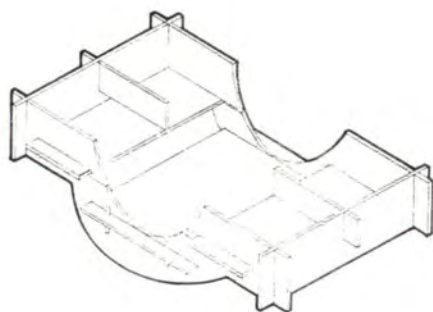
- Redesign of the St. George

Hotel for development as senior citizen housing, development of alternative transportation plans for senior citizens, and technical assistance to four Brooklyn senior citizen's centers in developing their individual environments.

- Assisting various neighbor-

hood organizations in comprehensive community development planning, housing relocation, recreation area development, the conversion of abandoned buildings to residential co-ops and community centers, and reorganization of institutional sites.

(Continued on next page)



- Assisting hospitals and community groups in health services and facilities planning.

- Aiding environmental and community groups in developing recycling centers, research, day care center development and design of other facilities.

Frequently, students find projects on their own and work at them individually. Hank Prussing, a second-year architecture graduate student from the Washington, D.C. area, was chatting with the director of Hope Community, Inc., a Harlem neighborhood development group, and the subject of outdoor murals came up. Prussing said that he had done six murals on barns in Virginia, while working on a summer job with a carpenter, and the community group director said that he had a building wall at Lexington Avenue and 104th Street that he'd like to see decorated. Prussing suggested a montage of faces seen around the community; he was given the go-ahead, and within three months had marshalled paint, scaffolding, and help, adapted photographs in what he calls a "painterly" technique, and covered the entire side of an apartment house with a representational collection of community portraits. All materials were donated.

In the summer of 1973, center students designed and helped construct an "instant building" as a project in cooperation with the Central Brooklyn Neighborhood College (CBNC) and its sponsoring community. The instant building was a one-story structure made of prefabricated metal components bolted together. The components were laid out on the site, and inexperienced people put the building together (1600 square feet of floor space) like a life-size erector set in less than 12 hours.

"Project Instant Building" involved 20 center students, 25 community youths, CBNC staff, and several VISTA workers associated with the college. The project was budgeted for about \$3,900 worth

of materials, and set out according to a statement of intent to:

- "Unify and direct the energy and talent of neighborhood youth in creating something of lasting value to themselves and their community;

- "Clean up one of the many garbage infested lots, pave it, and enhance adjoining buildings . . . provide service to the community,

- "Provide the participating youths with expertise in the latest developments in building technology, media (photography, film, printing), and metal workshop techniques, utilizing on-the-job vocation-oriented approach."

Another center project was a Waterfront Festival, held off the end of Atlantic Avenue in South Brooklyn, and intended to make the public aware of the waterfront environment and its quality as a community asset. The sloop *Clearwater*, which belongs to the Hudson River Museum, came in for a day to take people on cruises around New York harbor, and several musical groups took turns entertaining the crowd.

"Festivals can be set up and run almost single-handed," said Curry. "All you need is one person, a telephone, some way of reproducing posters or handbills, and a month of 18-hour days. We put on a festival that we called "Eeyore's Birthday Party," after the Pooh character, in Prospect Park. That time, we had no reason except that the community wanted it. But it was a way of bringing people together in a space and making them aware of their environment."

Social involvement, of course, is the key to all of this activity, and it produces a spirit of volunteerism that transcends and lends impetus to the sophisticated professionalism that Pratt students pride themselves on acquiring at the institute.

"Art and architecture students," said Curry, "are initially very reluctant to get involved. Perhaps this is because of a lack of confidence and identity. But when they do, and they discover that they

can do things and can help people and solve problems—that's what it's all about—you have maniacs on your hands. They're involved in everything at once."

Happily, a current trend toward academic involvement in community service has reinforced that spirit, lent guidance, and supported it with organization, structure and technical skill.

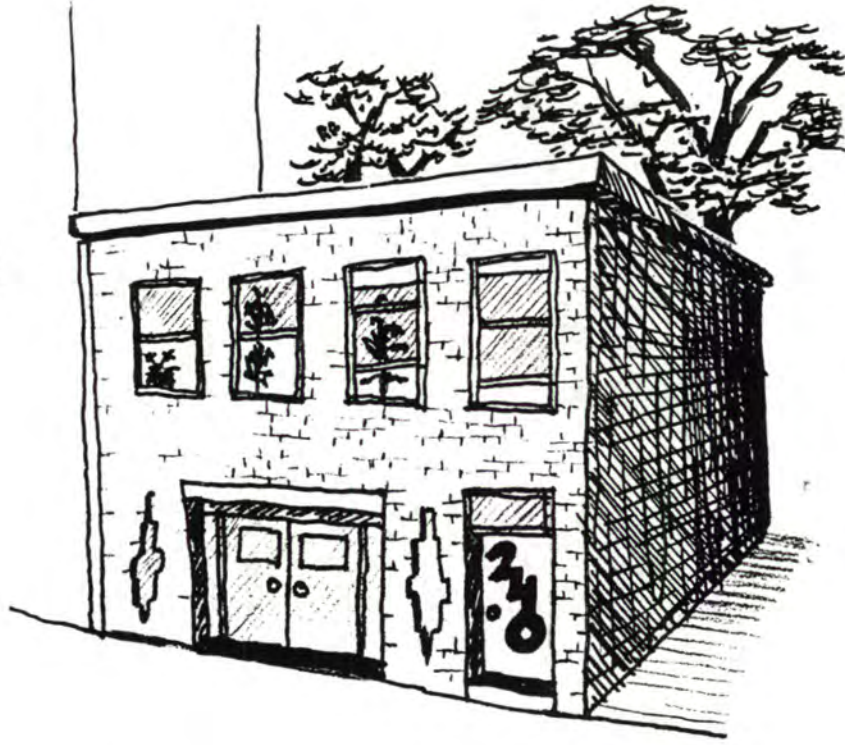
The center, like many campus coordinating groups today, is in the vanguard of a clear movement toward integration of curricula with socially active volunteerism. Although it offers students credits and evaluates them academically, the credits are minimal and the grades are of the pass-fail variety. The mission—which combines service with learning—is of paramount importance.

In many ways, the center operates like a student volunteer coordinating group. Recruiting is on a briefing and word-of-the-mouth basis, and training is heavily weighted on the experiential side. However, volunteers need a prerequisite course in community science before they can work with the center, and next year the center will offer another course in macro-planning, which will give students the opportunity to study neighborhoods before working in them. In general, students work on a project for about a school year.

"The chances are great against creating something at the end of a semester or a year," said Center Director Shiffman. "Students really must get involved with the community and the government. They often come up hard against the community—but soon the community becomes adjunct faculty."

Evaluation is largely subjective. What we want to do is train people who are biased for change. Unbiased people maintain the status quo. I am not as interested in the product of the center's work as I am in the students' involvement. Involvement actually becomes a measure of accomplishment."

PICCED: a history



By Bernard Friedberg

The Pratt Institute Center for Community and Environmental Development is a technical assistance and advocacy planning organization. Its staff works with civic groups and grass-roots community organizations, providing free professional services to its "clients."

The Center acts as a bridge between the community and government agencies seeking community-preferred solutions to the physical, economic, social, and environmental problems of the community. The services provided the client, whether a study of land use or a complete architectural plan, are intended to balance the relationship between government and people by giving the community the technical expertise to share in the decision-making process.

Center is Brooklyn-Minded

The Center, working primarily in Brooklyn, is currently providing planning and architectural design assistance to community groups in Northside, Coney Island, Park Slope, Red Hook and South Brooklyn. A team of environmental designers is helping a number of areas to recycle abandoned buildings for use as neighborhood day care and senior citizen facilities, and a wide-ranging public education program is offering specific information on current projects and general information on developments in the field of housing, health, education, and the environment.

How It All Began

The Center, established in 1963, is in many ways a product of housing legislation in the late 1940s and early 1950s and social legislation of the 1960s. Much of this legislation, such as the Federal Housing Act of 1954, provided for full citizen participation in all aspects of physical and social redevelopment of

deteriorating urban areas.

Until 1961, however, when a redevelopment plan for the western part of Greenwich Village in Manhattan was defeated by an informed and aroused community led by Jane Jacobs, citizen participation had not been a reality in New York City. Following the "West Village" experience, city planners became conscious of the need to consult with communities on urban renewal questions, and as a result the renewal process came to a virtual standstill.

Citizens Helped to Participate

In 1962 Pratt Institute's Department of City and Regional Planning responded to a community request to prepare a plan for rehabilitating housing in the Cobble Hill section of South Brooklyn. The plan was prepared as a student project, but though sound it was eventually rejected by the community it was intended to serve. The message was clear to the planners: citizens were participating but needed more information, as well as trained leadership to deal effectively with urgent renewal problems and opportunities.

The Center Is Born

It was in this context of urban renewal stagnation, absence of skilled leadership, and inadequate public information that Professor George M. Raymond, Chairman of the City and Regional Planning Department, submitted a proposal to the Rockefeller Brothers Fund for a grant to establish an urban extension center under the auspices of Pratt Institute that would provide technical assistance, information services, advocacy planning, and leadership training to communities requesting it. In 1963 the Fund awarded a three-year grant and the Center was created. Pratt thus became one of the few educational institutions involved in the solution of community problems and

is the only one still active.

The Center's goal then as now was to provide communities with tools to fight their own battles more successfully. These tools — information, trained leadership, ability to negotiate with government agencies — are augmented by the technical expertise of the Center's full-time staff, trained students, and Pratt faculty members.

How the Center Functions

The Center-community relationship usually begins with a request from a community group for assistance in solving a critical local problem. In response the Center will then provide any appropriate combination of services within its capabilities. Often interconnected and overlapping, these services can be broken down into:

Technical Expertise — The Center furnishes skilled individuals to advise community leaders, civic organizations, and public and private agencies on their particular problems so that more rational decisions can be made. The Pratt technical assistants function as "participant educators" and work with the client group as long as necessary to develop its capabilities for independent action. Establishment of a productive working relationship between client and assistant is the key to a successful project.

Ministers Seek Help

A specific example of technical assistance offered by the Center can be found in its first major activity. In 1964 an organization of Brooklyn ministers representing a cross section of Bedford-Stuyvesant churches asked the Center to undertake a study to determine the effect of a nearby urban renewal project on the deterioration of their own area. The Center prepared and published the requested report. Its impact was significant: a series of open community meetings was held to discuss the issues raised and a second request was made for the Center to investigate alternatives to the City's renewal proposal.

The Center, in cooperation with community organizations, conducted a series of field trips to other cities with active urban renewal programs, produced a flow of informational materials, and sponsored meetings and conferences to further inform residents and community leaders. Through the Center's work, community leaders gained enough technical expertise to pursue their group's own goals, eventually resulting in the establishment of the Bedford-Stuyvesant Restoration Corporation, the nation's first community-controlled neighborhood revitalization organization.

Seeking to Save Homes

The Center's involvement with other communities follows this pattern. The staff of the Center is currently working actively with organizations in Northside and Coney Island. In Northside, an old but vital ethnic community was threatened by the ex-

pansion of a manufacturing plant. Residents were faced with destruction of their homes and with relocation. The Center was requested by community representatives to prepare an alternative plan that would be a compromise between the needs of the community and the manufacturer — allowing plant expansion with minimal displacement of residents.

The compromises reached in Northside led to important changes in the City's methods of dealing with relocation, replacement housing, tax abatement, and zoning. Area residents now have a strong voice in the redevelopment of their neighborhood and realistic options for their future.

New Regulations Applied

These new City regulations are being applied in solving a similar problem in Coney Island, where residents in an older area, with the Center's assistance, have developed arrangements with the City that will preserve the character of the neighborhood and still allow for the urban renewal process to continue.

Another example of the Center's technical assistance program is its work in the Columbia Street Containerport controversy in South Brooklyn. Large-scale demolition of a tightly knit community to make room for a new port facility was effectively prevented by the intervention of Center staff on the side of the community and the development of alternative plans for new housing, minimal relocation, expansion of port size, and increased job opportunities for local residents.

Aid to Gowanus and Brownsville

Two projects are involving Center staff in the rehabilitation of existing housing at the present time. In Gowanus, assistance is being offered in the design of low-rent cooperative apartments with attention to creative use of open space. In Brownsville, a comprehensive program for the temporary relocation of fire-displaced families includes architectural and interior design for housing and day care facilities and community spaces, as well as negotiations with City agencies and private contractors.

Communities as Partners

Community groups do more than merely invite the Center into a neighborhood: they actually serve as partners, providing community organization skills, knowledge of the area, physical space, and the day-to-day hard work of implementation. The Center has worked with such groups as the Conselyea Street Education Action Center and Northside Community Development Council in Northside, Neighborhood Improvement Organization in Coney Island, La Casa Neighborhood Service Center in the Columbia Street area, and Colony-South Brooklyn Houses in Gowanus and Brownsville.

In all these efforts the work of the Center has resulted in public policy changes that affect not only the communities involved but other communities that may be faced with such expansion planning in the future.

All Groups Have a Say

Advocacy Planning — The Center operates on the premise that all groups who will be affected by the solution of a problem are entitled to expert counsel and to influence the final decision. In most instances, this means the Center is giving community groups and whole communities that technical expertise to counter or supplement that of government. There is a definite element of advocacy planning in the Center's participation in Northside, Coney Island, and Containerport controversies, but advocacy planners often serve other functions.

For example, using data gathered in a comprehensive survey of vacant land and abandoned buildings, the Center developed a program of scatter-site housing and vest-pocket parks linked to community needs. The staff established site-selection criteria and design and construction techniques. It has been involved in the creation of more than 3,000 units of housing and two dozen vest-pocket parks.

The Story of CNBC

The design and implementation of the plan for Central Brooklyn Neighborhood College was effected by the Center working closely with area representatives and organizations to meet the needs of residents seeking a second chance at higher education. The college was community-run and had no fees or entrance requirements. It was consciously designed to alert public and private institutions to the dearth of opportunities for minority people in higher education.

By the time it disbanded in 1970, it had served more than 1,500 students; more than 100 faculty volunteers from several colleges and community agencies had participated. Development of street academies, the SEEK program, open admission at the City University, and a variety of special programs for adults eliminated the need for the college, but its existence had had a direct impact on individuals and institutions concerned with education.

Hospital Expansion Studied

In the health field, the Center is working with the Cobble Hill, Park Slope, and Fort Greene communities. In Cobble Hill and Park Slope the problem is physical expansion of area hospitals without demonstrated programmatic need. The Center is designing alternative physical development plans and analyzing the health care delivery systems as they apply to both neighborhoods. In Fort Greene, the Center is consulting in the preparation of a health facilities study to determine necessary expansion of services at Cumberland Hospital.

In the environmental field the Center assists existing and developing action groups and block and tenant associations to develop environmental activities and programs. This includes aid in the design and operation of recycling centers, preparation of environmental education materials including

school curricula, and specific data gathering on ecological problems.

How Leaders Are Trained

Leadership Training — The leadership training program of the Center has evolved from relatively formal efforts — such as lectures and seminars for community residents — to one of experiential learning in which participants receive on-the-job training with Center staff. Workshops are conducted on specific problems as they arise. The goal of the Center's training activities is to produce an informed community leadership capable of dealing with government agencies and expanding private institutions, evaluating programs, and offering alternative solutions. Many participants in this program have taken major leadership roles as staff and board members of city, state, federal, and private agencies involved in community development.

Good Reading for Communities

Information Service — A major deterrent to effective community action has been the absence of accurate, readable materials bearing on physical and social change. To meet this need the Center publishes manuals, guides, and general educational and reference materials on health, housing, neighborhood improvement, environmental protection, and education. In the past the Center has published a monthly newsletter and assisted a coalition of community groups in the production and distribution of a monthly newspaper.

The Pratt Guide to Housing and Renewal for New Yorkers, now in its second printing, is a major contribution to civic groups, neighborhood organizations, and individuals who need to find their way through the government maze to appropriate sources of information and assistance. *STREET*, a bimonthly Center publication, covers a wide range of urban environmental issues and is written to appeal to a variety of interest groups. All publications except the *Guide* are distributed free to community organizations.

Over the years the Center has sponsored city-wide conferences on subjects of timely interest. These conferences have drawn a spectrum of speakers and participants and have had a measurable impact on public policy. Conference proceedings have been published and distributed widely.

The Center's Philosophy

In all its activities the Center has attempted to be a "third force" acting between community and government. The provision of equalizing expert counsel is essential to this function as is the formation of coalitions within and among communities over common issues. Coalition building has increasingly become a Center priority. A new ethnic awareness and the establishment of organizations advocating ethnic concerns has provided a broader base from

which to launch social action and community development programs and achieve maximum community involvement.

The Northside and Columbia Street issues are examples of the methods used by the Center in the creation or reinforcement of coalitions designed to seek real solutions to defined urban problems. These two neighborhoods represent a cross section of ethnic, racial, and economic groups whose goals — centering on improvement of the quality of urban life — are nevertheless the same. The realization that goals are shared has led to the formation of inter-community coalitions focusing on issues of common concern.



Makeup of Pratt Center

The Center Staff — The Center utilizes a unique combination of professionals and pre-professionals to staff its array of programs. These resources include a permanent staff of eight, 30-40 Pratt students each year, and Pratt faculty members. Professionally oriented students are attracted to Pratt, and those working with the Center, whether in work-study programs, social action courses, or on special class assignment, are well qualified as participant educators and capable of providing quality assistance to their assigned groups.

Volunteers from the Pratt faculty provide specific consultative assistance — short and long term — to community organizations and represent the spectrum of academic disciplines at the Institute.

Where the Money Comes From

Funding — The Center was created with a grant from the Rockefeller Brothers Fund in 1963 and has been funded by a variety of foundations, corporations, and government agencies in its ten-year history. In addition, the Center occasionally accepts contract

work for a fee, such as the current Brooklyn-Cumberland Development Plan under subcontract to a private architectural firm. Contract services are kept to a minimum, however, as they take valuable staff time otherwise available without charge to community groups.

Pratt Institute is committed to the Center and provides space, administrative expenses, the salaries of participating faculty, and deficit financing.

Where Does It Go From Here?

The Future — As government agencies assume the responsibility for day care, drug rehabilitation senior citizen activities, and educational alternatives, the role of the Center lessens in those areas. But new needs and problems continue to arise, and the need for technical assistance and information parallels these new developments. Health care, housing, revenue sharing, and environmental issues continue to warrant attention. New organizations are forming to deal with these problems, and new leadership must be trained so communities can be adequately represented in the decision-making process.

The Center will continue to provide professional expertise to minority communities and to expand services to working class ethnic communities. It will continue its community education services and its publications. It will continue to act as a third force, independent of government and committed to solutions to the problems of urban decay, substandard housing, inadequate public services, unemployment, poor transportation, chaotic land use, and limited recreational facilities.

CENTER MARKS FIRST DECADE

In celebration of its first decade of service to the community, Pratt Center put on an exhibition June 11 — July 5 featuring some of its accomplishments. The show at the Pratt Manhattan Center, 46 Park Avenue, included continuous videotape and slide presentations and photo displays, notably a collection of photos of Brooklyn's Northside community taken by free-lance photographer Janie Eisenberg.

In addition to the visual offerings, the Center also sponsored three workshops at the Manhattan Center, bringing together experts in various fields and community workers who wanted to share their expertise. The first workshop was on Communities and the Press, with such media people as Peter Freiberg of the *New York Post*, Gary Gilson and Roseann Allesandro of Channel 13, and Celene Krauss and Barbara Bingham of Brooklyn Heights's *Township* newspaper, as well as members of the Pratt Center staff and community people.

Dealing with Communities and Foundations, the second workshop investigated ways in which community organizations can seek funding. Participants included Kathleen Roberts of the Fund for the City of New York, Coco Eiseman of the New York State Council on the Arts, and Nathaniel Harris of the First National City Bank.

New York Post

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Planning and Communities

When the city maps out community development projects, it is not uncommon to find that the plans as drawn have certain familiar features. It often turns out that they follow the boundary lines of least resistance.

In other words, an organized neighborhood with a coherent development plan of its own stands an infinitely better chance in challenging proposed "improvements"—under either private or public auspices—than an area lacking the ammunition to fight City Hall.

As this newspaper reported yesterday, professional consultation is avail-

able for community organizations with such needs from the Pratt Institute Center for Community and Environmental Development. Its client is the public.

"Community action" is a familiar phenomenon by now; some politicians' allegations that it has failed are, in fact, an indication of its success. The Pratt planning center is productively serving similar purposes.

When a neighborhood is told that changes are going "according to plan," it is important that the neighbors share in the crafting.

Volunteer Staff Gives Slum Students Second Try

Karen Stein had never met anyone like Andres, or Gene, or Gus or Reggie before. The young people were seated with her around a table littered with napkins and coffee cups in a classroom at Pratt Institute the other night, discussing poetry and reading their own poems.

"When a poet writes," Andres was saying, "according to Carl Jung he brings out his own neuroses. He can't help it." Andres dropped out of school two years ago, when he was 15, but Miss Stein knew enough not to question the authenticity of his reference.

One night a week, Miss Stein, who works as an assistant at the Modern Language Association, goes to Pratt to hear Andres, Gene, Gus and Reggie tell her what poetry is all about.

Her course, Poetry, is offered by the Central Brooklyn Neighborhood College, a tuition-free "college of the streets" developed last summer by local community groups as an experiment in helping slum residents fill gaps in their schooling.

Second Try at School

Nearly 500 residents of the Bedford-Stuyvesant section of Brooklyn are making a second try at school in classes like the one held at Pratt, or in nearby storefronts, churches, private residences, and community centers.

Reggie, a 20-year-old high school dropout, who is taking several Neighborhood College classes, wants a different education. "When I went to Alexander Hamilton High," he said, "you just knew you weren't supposed to study there. Guys would ask me 'you here to study? Come on, man!' Let me tell you, you could get your head broken that way."

An unpaid faculty of college teachers, professionals, and community leaders teach

courses ranging from mathematics and biology to African culture and computer theory, wherever space is available.

A student at the non-accredited college may want to obtain a High School Equivalency Diploma (for which there is a special program), or he may want to learn a specific job skill, such as photography, or he may need the extra educational background required for admission to the City University.

Life of the Student

One Neighborhood College student, dressed conservatively in a suit and tie, smiled as he watched the blue-jeaned Pratt students on their way to evening classes. "I want to learn enough to be able to dress like that," he said.

The college's educational policy is formed by the students, faculty members, representatives from community organizations, parents, and several members of its own staff. They meet once a week.

The administrative offices are in space donated by the Pratt Center for Community Development, agency of the institute at 21 St. James Place. The Pratt Center also gives the college about \$200 a week for its expenses. Additional funds are being sought from foundations, individuals and the city's Human Resources Administration.

Ron Shiffman, assistant director of the Pratt Center, said of the college: "The most pressing problems are insufficient space to hold all our classes and inadequate funds for books and equipment."

Operating on a minimum budget, the Neighborhood College hopes to obtain financing with the help of private donations, foundation grants, and, possibly, anti-poverty funds.

It is hard to visualize Fulton Street, a shabby, crowded thoroughfare that runs through Bedford-Stuyvesant, as the main walk of a college campus. At night, it is full of the dazzling lights of neon signs, the aroma of frankfurters and pizza, and the sound of young men kicking broken glass, scattered on the sidewalks.

Desire to Learn

But in one of the dark side streets that lead off Fulton Street, inside a rundown brownstone house that displayed the sign of the "Young Mothers Center" a local community project, a tired-looking mother of three opened up her notebook and looked expectantly at the teacher, Dr. Paul Cooper, an instructor of English at Pratt.

"We're going to learn how to speak, read, and write better English," he began. "That's what you're here for, right?"

There were murmurs of assent. "So," continued Dr. Cooper, "the thing for us to do is to write as much as we can and speak as much as we can."

"I really need that," the woman said.

The necessity of establishing a new relationship between teacher and student is the main concern in the minds of everyone participating in the Neighborhood College.

"The fact that teachers aren't paid," said Barry Schwartz, an instructor of humanities at Pratt, and director of educational planning at the new college, "makes for a unique trust and concern on the part of students."

African History Taught

At Studio O, an art gallery operated by young Negro artists at 10 Claver Place in Bedford-Stuyvesant, African drums were throbbed on a record player in the background as Mrs. Yahne Sangare, a lecturer on African

affairs and a native of West Africa, began her Saturday afternoon class in African Culture and History.

Mrs. Sangare wore a flowing African dress, and the combination of her poise, beauty, and soft french accent held her audience spellbound.

"We're going to learn about the Africa that the black man left behind when he came to America," she said as she opened a discussion of the complex tribal traditions that traced children back through the blood of the mother, rather than the father.

"I guess I don't like that tribe," said Henry Bryant, a plumber.

"But who's been telling us all this time that these people are primitive?" asked another student, who was wearing long African styled earrings.

There was coffee and cake, and a last comment by one young man in sunglasses, who had remained silent the whole session.

"You know," he said, "I was just thinking that it's those who live at a subsistence level who will be the ones who survive this century—not us, the civilized ones."

Bedford-Stuyvesant's streets were thickening with the evening crowds as the students walked out of the studio. "See you next week," called Mrs. Sangare.

"Oh, don't worry, we'll be there," answered one of the students, "Where else would we go?"

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Central College Triples Students

Almost five hundred students began classes last week in the second session of Central Brooklyn Neighborhood College, a community-run experiment in education.

Neighborhood College was organized last spring, after conferences between central Brooklyn community organizations and local educational institutions, as a cooperative effort with no fees and no entrance requirements.

Students range from 15-year-old high school pupils to middle-aged community residents. One hundred-fifty central Brooklynites enrolled in 28 courses for the College's first sessions, held this past summer. So successful was the program that the fall sessions has more than tripled in enrollment and the number of courses has risen to 65, taught by 75 volunteer instructors. Neighborhood College's current enrollment is larger than the number of students at Kingsborough Community College's downtown campus.

Curriculum

Fall curriculum was developed at an all-day conference held last week between students and volunteer faculty. The conference included individual counseling sessions, group discussions, and general meetings between faculty and students. It was held at Pratt Institute,

one of the cooperating institutions in the Neighborhood College program.

Courses range from the Humanities to African History and Culture to Discovering Bedford-Stuyvesant. More than a quarter of the students registered for two courses in computer technology.

Community leaders hailed the success of the College program. Mrs. Constance McQueen, executive director of the Central Brooklyn Coordinating Council, said it proves the need for an educational institution located in central Brooklyn.

Faculty

Among the volunteer faculty members teaching in the fall session are Jack Robertson of New York University; William Birnbaum, former provost of Long Island University, now working with Senator Kennedy and the Restoration Corporation on the development of educational programs in Bedford-Stuyvesant; Charles E. Wilson, free-lance writer who contributes to many New York area magazines; Charles Russell, editor of Onyx, a new Afro-American magazine; photographer Bill Mackey; and Jack Minkoff of Pratt Institute.

The Pratt Center for Community Improvement is coordinating the administrative functions of Neighborhood College.

Pratt Extends Leader Training Program

Because of the unexpected response, the leadership training program offered to Central Brooklyn residents by the Pratt Center for Community Improvement will be extended in the Spring, it was announced by Pratt Institute.

The leadership course was limited to 40 participants, but more than 75 applications were received. The second session in the Spring will be conducted in order to accommodate those who applied after the participation limit was reached as well as to receive additional applicants for the course.

Mrs. Constance J. McQueen, executive director of the Central Brooklyn Coordinating Council, hailed the community response to the program.

Community Desire

"This response," she said, "indicates the community's desire to participate fully and knowledgeably in the planning and revitalization of Bedford-Stuyvesant."

The purpose of the leadership training program is to provide expertise in problems of housing, planning urban renewal, and the public and private programs available to help solve these problems. It will detail government structure, and sketch alternative programs available under present legislation.

The program was sponsored by the Federal Government under Title I of the Aid to Higher Education Act with assistance from the Taconic

Foundation and the Rockefeller Brothers Fund.

5 Seminars

Under the program five classroom seminars and three field trips will be offered. The trips will be to Baltimore, New Haven and around the metropolitan area. Noted experts in the housing, planning and renewal fields will conduct the classroom seminars.

Films and other visual aids as well as a specially-prepared manual and a publications kit will be used for the course.

A \$15 program fee covers classes and field trips and registration at the Dec. 10 one-day Community Conference on Community Development sponsored by the Central Brooklyn Coordinating Council at PS 305, 344 Monroe St.

NEW CENTER AIDS AREA REPLANNING

Pratt Unit Gives Guidance
on Community Problems

By LAWRENCE O'KANE

The value of involvement of professional planners in the problems of disadvantaged areas at the grass-roots level is being tested in an experiment financed primarily by the Rockefeller Brothers Fund.

The planning organization that is exploring ways of creating a meaningful dialogue between neighborhood and government is the Center for Community Improvement of Pratt Institute. The nonprofit center is an outgrowth of Pratt's Department of City and Regional Planning.

The center's efforts at community education have included the organization and sponsorship of community-wide conferences on several urban topics, publication of a neighborhood newsletter and of a guidebook to the municipal agencies that control the city environment, a detailed study of one community and face-to-face planning guidance to local organizations.

The center's director is Prof. George M. Raymond, chairman of Pratt's planning department and a partner in Raymond & May Associates, a firm of planning consultants. Assisting Mr. Raymond with the center's work is Ronald Shiffman.

Private Effort Stressed

In pursuing his objective of furnishing neighborhood groups with the technical expertise they need to enable them to take meaningful action on their own behalf, Professor Raymond sees his role as only that of a teacher and advisor.

"We do not get involved in politics," he explained, "and we do not act as leaders—only as consultants to leaders."

These activities have been supported with grants totaling \$229,000 from the Rockefeller Brothers Fund, \$30,000 from the Taconic Foundation and \$15,000 from the Federal government. The Federal grant, made under the Aid to Higher Education Act, was given to help establish a leadership training in institute.

"We are very pleased about the way this is working out," a spokesman for the Rockefeller Brothers Fund said last week. He explained how and why the foundation had become involved.

"The physical renewal of the city," he said, "is one of the biggest problems we face. But the dialogue breaks down because the people at the grass-roots level do not know how to go about it. And the city is unable to communicate in

NEW CENTER AIDS AREA REPLANNING

Continued From Page 1

meaningful terms with the people on the street corner worrying about their neighborhood.

"When George Raymond came along with this idea, it seemed to us a useful way to see whether this dialogue can be improved. Of course, it has to be a private rather than a governmental effort and it has to aim at disadvantaged areas."

The nearest thing to the Center for Community Improvement is ARCH—the Architects Renewal Committee in Harlem, Inc.

ARCH, which was formed in 1964 at a meeting of the New York Chapter of the American Institute of Architects, is a volunteer group of architects and city planners that offers free professional services to neighborhood organizations in Harlem and upper Manhattan. These services included advice on Federal, state and city programs of renewal, rehabilitation, urban beautification and rent supplements to the needy.

Mr. Raymond became interested in the creation of a planning assistance group after his firm was named consultant to the city's Community Renewal Program in 1961.

"I soon found out," he said, "that it was almost impossible to make progress because of serious friction between the city and neighborhood groups. The neighborhoods were suspicious of both urban renewal and the municipal authorities.

Sponsored Planning Conferences

"A true dialogue between community leaders, citizens in general and the city was impossible," Mr. Raymond added. "Neither the community leaders nor the neighborhood people knew what they could rightfully expect from the city's housing and urban renewal programs. And they didn't know how to participate effectively in these programs."

The Center for Community Improvement was launched in January 1963 with the help of an initial grant of \$94,000 for a three-year period from the Rockefeller Brothers Fund. A second grant will carry the center through 1968.

The center's first work was in the field of community education. Annual Pratt Institute planning conferences have involved community leaders in four citywide conferences devoted to such topics as parks, the neighborhood in relation to the over-all city and the relationship of city to the metropolitan region.

The center also prepared and published the "Pratt Planning, Housing and Urban Renewal Guide for New Yorkers," written by Robert Alpern and edited by Astrid Monson and Mr. Raymond.

The book was designed as an assault on "the complexity, indefiniteness and deviousness of

The New York Times.

SUNDAY, JULY 31, 1966.

the city's governmental processes."

A year after its formation, the center began to take part in grass roots activity in the Bedford-Stuyvesant section of Brooklyn. Several clergymen grouped under the name of Church Community Services asked the center to act as its consultant.

Fulton Park, a deteriorated section of Bedford-Stuyvesant, was facing urban renewal and the clergymen were fearful that the displaced families would move into the nearby middle-class Stuyvesant Heights area, tipping the balance toward its deterioration and driving out community leaders.

Pratt students were enlisted. They produced a 60-page report that urged treating Stuyvesant Heights and Fulton Park as a single renewal-rehabilitation area.

In order to create understanding of the urban renewal process, the center hired buses and took leaders of the Central

Brooklyn Coordinating Council on a tour of rehabilitation and renewal projects in Baltimore, New Haven and Philadelphia. Support for renewal of Bedford-Stuyvesant began to grow.

Mr. Shiffman aided its growth by helping to edit the Central Brooklyn Coordinator, a newspaper that has a 10,000 distribution.

The center also conducted tours of parks in all boroughs for Bedford-Stuyvesant block leaders. Block associations were helped in their efforts to obtain land for two vest-pocket parks. Advice was given on planning the parks and charitable foundations were solicited for assistance.

The first park, on Quincy Street, was opened last January with grants totaling \$10,000 from the New York Foundation and the Avalon Foundation. The second park, on Lefferts Place, was built with a \$10,000 grant from the J. W. Mays department store. Both parks were designed by M. Paul Friedberg.

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PROPOSAL FOR A GRANT UNDER TITLE I OF
THE HIGHER EDUCATION ACT - 1968-69

THE PROBLEM

The complex issues which comprise the urban crisis have received widespread attention and notoriety in the past few years. However, despite the proliferation of programs spurred by this attention, there are still few examples of meaningful action on the local level where the problems are real and where they must be ultimately resolved. Solutions must be provided not for, but with and by the affected local communities, and these communities require knowledge and expertise in order to develop and implement these solutions.

Individual citizens and various neighborhood groups and councils, intent on seeing their needs met and their problems alleviated, find themselves confronted by a bewildering multiplicity of agencies and programs. When the citizen and the agency meet, with confusion on the one hand and rigidly inflexible bureaucratic procedures, expressed in virtually unintelligible jargon, on the other, the result is too often a series of clashes and an exacerbation of hostility rather than constructive cooperation toward the solution of problems at hand. The citizen attempting to improve his circumstances thus often feels increasingly frustrated by the political system, and seeks other means to achieve his goal.

The level of frustration is most acute in lower-income areas where, because of the urgency of the community's social and physical needs, resi-

dents are more likely to seek assistance frequently from the government than are middle-income residents. At the same time, effective participation by residents of low-income areas in programs which are intended to affect their lives is essential if we are to bring about truly meaningful results.

The multiplicity of programs and agencies established in low-income communities as a result of the social and political turmoil of this decade have provided a unique opportunity for a number of individuals, particularly from minority groups, to participate in local school boards, poverty boards, councils, community corporations, etc. For some, this is an entirely new experience; for others, it is not unprecedented. But all such participants are concerned with questions about how to increase their effectiveness, how to further the organization's work, how to best represent the total community's interests - and this requires knowledge and skill.

The needs of leaders and potential leaders are particularly acute in relation to programs which require a great deal of technical knowledge. Leadership itself is an acquired talent, and leadership techniques can be taught, so that leaders can be more effective. But in some programs, particularly the new Model Cities community boards, and school boards faced with decentralization and community control, leadership skills are not enough. Detailed knowledge must be acquired about the intricacies of programs and procedures if these boards are to fulfill their mandate of government. And similar technical knowledge about highly complex subjects is

required by para-professionals who will staff Model Cities and other new community agencies.

Many disadvantaged communities contain institutions of higher learning which are repositories of the knowledge and technical expertise required. Unfortunately, too often there is little or no communication between these two community elements; in fact, the relationship is often a hostile one. The union of the institution and the community could create the combination of initiative and skills which would bring about truly constructive community development. This collaboration, which is similar in some respects to the rural agent system which has operated effectively for many decades, would constitute an urban action program for needy areas.

THE POPULATION

Central Brooklyn* comprises the largest contiguous poverty pocket in New York State, and the second largest in the country. It contains close to 5,000 acres, and houses upwards of 500,000 people. At least seven percent of the area's labor force is statistically unemployed, and an even greater number of jobless is not even considered part of the labor force. This unemployment crisis hits particularly hard at the area's young people; estimates range as high as 40% for unemployed youth between 18-25.

* Including Bedford-Stuyvesant, Brownsville, East New York, Bushwick, Fort Greene, Crown Heights, Williamsburg, and South Brooklyn.

The plight of the Central Brooklyn resident with regard to social and economic immobility, poor housing conditions, overcrowding, disease, and social disorganization is similar to that of the Negro living in any of the nation's major ghetto communities. On the other hand, available data also indicates that Central Brooklyn is different from other ghettos in that a large segment of the population owns or leases their own homes, and exhibits other characteristics indicative of residents' investment in their area.

As a result of persistent local efforts, the area has recently become the target for a number of City programs designed to upgrade the entire community. These programs include active urban renewal programs in the Fulton Park, Atlantic Terminal, Brownsville, and Williamsburg areas; a code enforcement project in Crown Heights and the Children's Museum area; a demolition program for the elimination of unoccupied substandard buildings; a political-industrial-community coalition to develop the recently-closed Brooklyn Navy Yard; and, most recently, approval of the area by the City and Federal governments as a Model Cities area, accompanied by a City program for construction of vest-pocket low- and moderate-income housing. Private local efforts to improve the community are being undertaken in Fort Greene, Park Slope, and elsewhere, particularly in areas which are in the throes of rapid racial transition. These new programs provide a unique opportunity not only for better housing and environment, but for training and

employment at all levels, from para-professional to construction workers, and for responsible leadership by community residents, providing that training and informational opportunities exist which will prepare community residents for this new role.

Perhaps most significantly in the recent history of Central Brooklyn, under the co-sponsorship of Senators Robert F. Kennedy and Jacob Javits and that of Mayor John V. Lindsay, the initiative of the Bedford-Stuyvesant community has been wed to the resources of the private business sector in parallel corporations - the Bedford-Stuyvesant Renewal and Rehabilitation Corporation (since joined by the Bedford-Stuyvesant Restoration Corporation) which handles the community segment, and the Bedford-Stuyvesant Development and Services Corporation, which represents the business sector. These agencies are presently undertaking an extensive program aimed at tackling many of the area's problems, including housing, employment, social opportunity, business development, etc.

Since its founding in 1963, with the assistance of the Rockefeller Brothers Fund, the Pratt Center for Community Improvement has been working intensively with the community to bring about these developments, through technical assistance, informational services, consultation, training programs, and more recently, through special training for board members of umbrella and delegate agencies, corporations, etc. The Center has developed and refined a highly effective "Participant Education Process" (PEP)

in pursuit of the cooperative approach to community planning. The program staff of the Center participates in meetings and projects of community groups, and the Center's Assistant Director is a board member of the two major community action agencies, the Central Brooklyn Coordinating Council (CBCC) and Bedford-Stuyvesant Youth-In-Action (YIA), while the Center's Director serves on the consulting board of CBCC. The community educational process thus has become imperceptibly merged and integrated with community needs and activities and, consequently, is much more responsive and readily accepted than would be the formal instructor-student relationship. In essence, the Participant Education Process seeks to achieve:

1. A basic understanding of program objectives, including alternative programs and the estimated end results of each, so as to allow the community greater voice in determining its future;
2. An agreement among community representatives and professionals working with the community as to the specific steps believed necessary to achieve those end results determined to be optimal for the specific project;
3. A merging of the interests of principal community groups and those outsiders volunteering their professional services, and the elimination of conflicts within the community and between these groups (i. e., mutually exclusive goals, local biases vs. professional biases, etc.); and
4. The discovery of latent talent within the community, the

input of these skills into community improvement, and resultant increased participation by the community on all levels of its own improvement.

The Participant Education Process has been highly successful. Within its own staff, for example, the Center has employed and upgraded a high school drop-out with an equivalency diploma, who now coordinates all educational programs, including the administration of the Central Brooklyn Neighborhood "College" (see following pages); a college drop-out who has since returned to college and continues to work part-time in developing new programs and handling significant portions of the community relations program segment; a 14-year-old high school student, employed for the summer, who supervised the construction of a multi-service park complex; a junior high school student who received special drafting training which led to his admission to a specialized high school; three Neighborhood Youth Corps girls who received scholarships to secretarial school; a Neighborhood Youth Corps youth whose training in drafting led to his employment by a top architectural firm and his enrollment in Pratt Institute's School of Architecture, etc. etc. The Participant Education Process has also guided the Center's relations with community agencies - for example, the Center has worked closely with the ad hoc group which developed the Model Cities program, and will continue to work with the group as it grows and its status has been formalized.

As new programs for the area have come into being, community needs

and therefore the demands on the Center's services, have increased. Pratt Institute's various schools and departments have become more and more involved in assistance to the community, both on a general and on a one-to-one basis, and the Center has encouraged other area institutions to do likewise. The Center is now consulting with the New Jersey Training Institute to develop means of coordinating and supplementing these efforts in the most effective possible way.

PLANNING

The Center's approach has never been that of patronizing benefactor. Rather, its philosophical basis - the Participant Education Process - has been a conviction that an institution of higher learning has a responsibility to participate in the life of the community of which it is a part. Thus, as noted, the Center has entered into partnership with community agencies, organizations, and residents, and has worked with them toward the accomplishment of the mutual goal of community improvement. The Center's representation on the boards of local umbrella agencies is matched by a correspondingly close relationship of community residents to the planning and execution of the Center's program. The bulk of the Center's staff is resident in the community, and is comprised of individuals who exhibit, rather than academic expertise, a great degree of indigenous skill which can be complemented by supervisory staff. The Center also makes its facilities available to the community on a regular basis, and is accorded use of community

facilities in like manner.

The Center's ability to be responsive to community needs stems from a built-in flexibility in the Center's approach to community problems. Program outlines and directions are evolved through constant consultation, conversation, formal evaluation by both staff and community, and ultimately, by mutual perception of needs and potential means for meeting them.

The first program for which the Center received funding under Title I, in 1966, was evolved in just this manner. Because of impending housing and planning programs in which the community intended to take an active part, and because of pilot programs which indicated that the Center's approach to this problem could be effective, the Center worked with the community to develop a Leadership Training and Community Information Program. This Program, intended to provide formal classes, technical assistance, and information about housing, planning, and urban renewal, received a \$15,000 Title I grant.

Following evaluation by participants, community consultants, and staff, the Program was broadened in 1967-68 to consider the nature of effective leadership, as well as additional fields of interest, primarily education. (See Final Report.) The Title I funding for 1967-68 amounted to \$30,000.

In 1967-68, the Center, using Title I funds in part, worked particularly closely with the citizens' groups directing the vest-pocket housing programs in Central Brooklyn, and acting as ad hoc groups in the initial administration of

the Model Cities program. This assistance included joint sponsorship of public information meetings; briefing and informal training of ad hoc board members and organizations in the procedures and objectives of Model Cities; production and/or distribution of educational and informational materials; and particularly, an all-day seminar to provide information and intensive orientation for prospective sponsors of housing under the vest-pocket program. This seminar attracted over 150 people representing approximately 100 different potential local sponsoring groups.

Another major program conducted during 1967-68 involved a project in Ocean Hill, a severely blighted area between Bedford-Stuyvesant and Brownsville. Working closely with a vigorous community group, Project Method, the Center helped develop and design, in conjunction with Neighborhood Youth Corpsmen and staff assigned from Project Method, a comprehensive plan for a one-block multi-service program - a Head Start Center, amphitheater, basketball court, swimming pool, adventure playground, and, hopefully, a neighborhood service center. The Center helped coordinate City efforts - involving more than 20 City agencies - which made this unique project a reality. The swimming pool and basketball court were built by the Parks Department in time for summer use in this highly volatile area. The Center entered into formal contract with the Parks Department for construction by the Center of the adventure playground and amphitheater, which are now almost completed, utilizing Neighborhood Youth Corpsmen and local unemployed laborers in their construction. The Board of Education has

begun work on the Head Start Center. The community is now involved in planning for new and rehabilitated housing in the blocks surrounding this project area. And the Center is working with board members of prospective sponsoring groups for this housing, and developing programs which would involve local Neighborhood Youth Corpsmen in one-to-one relationships with Pratt Center personnel and Pratt Institute students, geared toward technical training in drafting, architecture, planning, and other skills.

These two programs, among the many in which the Center was engaged last year, serve particularly to emphasize two new trends in the community served. One is increasing community influence - a movement which affects many complex programs, from decentralized education to Model Cities, and which, therefore, requires more and more expertise on the part of community residents, particularly board members and para-professionals. The second is the comprehensive, coordinated approach (as envisioned in Model Cities), which can have a multiplier effect on the effectiveness of individual projects, by their being planned in harmony with other, related programs.

The problems of education are becoming increasingly important, since decentralization and increased community responsibility are on the verge of becoming a reality throughout the city system. These problems, which will be the concern of local governing boards, involve physical plants and planning, curriculum, community involvement, employability, and many other factors.

As it became more and more involved in education during 1967-68, the Center channeled its efforts in work with community individuals and groups

particularly interested in the multi-faceted problems of education. In a series of informal discussions, it became evident that while existing educational institutions, practices, and procedures needed to be changed, very constructive results could be achieved by mobilizing community resources - both of the community itself, and of the many educational institutions located in and about it - to launch a new, experimental educational program. -

These discussions resulted in the creation of the Central Brooklyn Neighborhood "College", a community-run, unique educational venture with no fees, and no entrance requirements beyond that of age (15 years old or more). The Neighborhood "College" was not designed to compete with existing educational programs, but to supplement them. It coordinates the efforts of local educational institutions in a coalition with the community, using borrowed classroom space throughout the community and volunteer teachers from the community and the various institutions. It seeks to evolve new, innovative educational programs which will provide an experience geared to the needs of the community's young adults and adults, and which will counter the largely negative feelings local residents have about education, because of their experience with inadequate schools, poor teachers, and the system's generally negative tone. It provides a full range of subjects, from computer programming to poetry, from photography to cultural history, and high school equivalency programs, which will assist in overcoming educational deficiencies standing in the way of increased educational or employment opportunities. In addition, the Neighborhood "College" provides the mechanism for a confrontation between the various institutions and the

community, which will work to create institutional changes to make the various institutions more responsive to community needs.

The "College" had 150 registrants in its first, Summer, session, in 1968. Its Fall and Spring sessions have enrolled about 500 students each, in 60 classes. The Neighborhood "College" is directed by a Steering Committee composed of community residents, Neighborhood "College" students and faculty, and representatives of cooperating institutions. It is administered out of the Pratt Center's offices, and the Center also makes staff and services available. Cooperation between the Center and the "College" is extremely close in all educational matters, but particularly in the area of guidance and counselling, and in innovative programs to involve local residents on all levels of poverty, Model Cities, and education programs - on governing boards and in employment.

The "College" places great emphasis on guidance and counselling. A guidance and counselling course, intended to train para-professionals in these skills, is part of the curriculum. In addition, every Neighborhood "College" student is given individual guidance and counselling, both to insure that the Neighborhood "College" structure fills his needs, and to assist him in getting into college or jobs and job-training programs. A high proportion of Neighborhood "College" students are already employed in the community as para-professionals with public or private agencies, and take "College" classes to increase their sensitivity and technical expertise, either for use in their present positions, or to assist in advancement within or outside the agency. However,

the "College" seeks to improve its services for those who are not so satisfactorily employed or educationally advantaged. Close contact is maintained with the State University Urban Center, and with City programs such as SEEK and Upward Bound, to channel "College" students into these programs. Liaison is maintained on a continuing basis with various Manpower Development and Training programs, with Training Resources for Youth and similar agencies, and with other public and private programs, so that students can use basic skills acquired in the "College" structure in more elaborate, extensive training programs. The "College" and the Center have joined in an application for funds under Title IV to open a College Opportunities Center, which would allow for centralization and intensification of these guidance and counselling services, which could then be opened to the community at large. After the first year's operation, it is anticipated that this Opportunities Center would be supported by the various cooperating institutions, operating as a "consortium". In addition, the Center has applied for:

1. A grant from a major foundation to establish a training program for the development of entrepreneurs capable of managing their own businesses or holding high management-level positions in larger firms;
2. A comprehensive Upward Bound program;
3. A grant from a major foundation to operate, in conjunction with Local School Board 16, the Governing Board of P.S. 129, and others, a project to develop a comprehensive plan for a community school, including architecture, curriculum, etc; and

4. A grant from a major foundation (now nearing funding) filed in conjunction with the Department of City and Regional Planning, for scholarships and working fellowships for minority group students, who would also work for the Center, and for curriculum revision to provide for greater responsiveness to community problems.

The Center has also widened its range of operations in relation to Pratt Institute. At its inception, the Center was an arm only of the Department of City and Regional Planning. It has increasingly assumed that role for the Institute at large, so that now the Center can draw upon expertise from a variety of disciplines and assist in setting up cooperative student research and other projects for the various schools and departments throughout the Institute. The Institute's new President, Dr. James B. Donovan, has directed that wherever possible, student projects and the curriculum center around the needs of the Central Brooklyn community, and this directive, which was partially motivated by the success of the Center's program, will result in a significant increase in the Institute's role in the community.

PROGRAM

The proposal for Title I funding for fiscal 1968-69 has been drawn up with these new developments in mind. It seeks to incorporate them in an effective, coordinated, but still highly flexible program which will be of maximum benefit to community residents. The program contains both existing components, modified to respond to developing community needs, and new programs to encompass the Center's and the community's enlarged and evolving fields of interest.

Continuing Programs

In the category of continuation of existing programs, the following is contemplated:

1. A Leadership Training Program. In its origins, the Leadership Training Program was developed to evolve innovative techniques for providing technical information to community groups and residents on housing, planning, urban renewal, and general community problems. Community developments have caused a continuous re-evaluation of the program's emphasis and orientation.

As far back as four years ago, the Center saw a need to equip community leaders with the wherewithal to function effectively within the context of urban renewal, poverty, education, and other programs where citizen participation was both a requirement and a demonstrated necessity. Recent developments have brought to the fore a need for training local government leaders and para-professionals so that they may more fully participate in community development programs - their planning, the process of production and operation, whether these programs are concerned with housing, shopping centers, education, etc. These recent developments include designation of Central Brooklyn as a Model Cities area, with resultant requirements for trained local directive board members and for para-professionals to staff local offices; initiation of a City-organized vest-pocket housing program, which also requires both formal and informal training of local directive board members and para-professionals, as well as members of non-profit sponsoring groups; a new Congressional directive

requiring a housing programs information clearing house to be established in each poverty agency, with the resultant need for trained para-professionals and professionals to operate these centers; and other, similar, programs. Thus, the original program of providing broad general knowledge is no longer enough. Both board members and para-professionals require specific knowledge about the complexities of various government programs, means of filing applications, availability of public funds, implications of government programs on community development, etc. Non-profit organization boards will also, as they begin to undertake program sponsorship, require technical and organizational information about a variety of subjects to an extent greater than before. Thus, the focus of the Leadership Training program has shifted to precise, technical information, which is applicable to those already in leadership and para-professional positions, as well as to those contemplating entry into these fields of endeavor.

Additionally, however, "leadership training" has been broadened in its concept. The multiplication of poverty boards, school boards, planning boards, community corporation boards, etc. has brought to light the need for general training in the mechanics of leadership and followership - how to be effective as a leader, how to conduct a meeting, how to run an organization, how to negotiate, etc. A pilot program, consisting of a three-lecture series with one follow-up lecture, is presently being conducted by the Center, and is being evaluated on a step-by-step basis, including evaluation by instructors, testing responses of enrollees, enrollee evaluation, etc. A special instructional manual

has been prepared for this program, and periodic follow-up programs are being planned. Indications are that the course fills a strong local need, and the 1968-69 program includes establishment of the Board Leadership program on a regular cyclical basis.

Education has also become of increasing importance within the community. Recent moves on the part of the City to decentralize the school system and admit of community control over some school functions has vastly increased the importance of the heretofore largely ceremonial local school boards. Parents' groups, as well, are becoming increasingly active in school affairs, setting up district councils and other quasi-official organizations. The complexities of the New York City educational system demand an intensive training program if these local leaders are to be effective in their new directive roles. For this reason, the Center is developing a prototype Education Leadership program, to consist of 10 seminars with sensitivity training, role playing, field trips, etc. The course would range from general principles of leadership to specifics on the lines of authority and procedures of the Board of Education as they are today and the ways in which they may evolve, with resultant consequences.

This contemplated revision of the Leadership Training Program has a special relation to Priorities #1 and #2 in the Title I guidelines, being designed both to train local governing board members, and to train para-professionals.

2. A Community Information Component. A formal class structure, such as that of the Leadership Training Program, of necessity limits the number of those who can be reached. In addition, those who have "graduated" from the

Program have difficulty keeping abreast of new developments, especially in the context of continual legislative and operative review and reorganization. For this reason, the Community Information component is important to the over-all program's effectiveness, because it establishes a continuing education process with local governing officials and para-professionals, as well as with those who will, in a very short time, play similar roles in the community.

In this case, too, the original program has evolved from a broadly-based one, reaching out to the whole community with generalized community development information, to a more program- and goal-oriented one geared to the community's evolving needs. The result has been the increasing reprinting, summarization, analysis, and dissemination of materials and information on new legislation and public and private programs which are of primary concern to local government officials, community leaders, and para-professionals; the preparation of special research studies, reports, and compendiums on the various issues affecting the community, etc. This information, which is directed primarily to agencies, organizations, and groups dealing with the application and administration of programs in the various fields, is also distributed to the community as a whole. The information component, therefore, serves several simultaneous functions:

- a) It provides information for those para-professionals, leaders and others who cannot avail themselves of the more formal programs;
- b) It provides supplementary information and continuing education for those who have participated in the formal programs;

c) It informs the community at large of the availability of the Center's services and programs. (This informational network has proved to be highly effective.)

d) It provides an information bridge between leaders and the community at large, so that the community can participate more effectively in the various programs.

The mainstay of the Community Information component is the Community Information Bulletin, published on a weekly basis, and distributed without cost. The 1968-69 program envisions continuation of this service with a minimum charge to help defray costs.

Under previous Title I grants, the Center published a Community Information Manual for Central Brooklyn, listing various problem areas and public and private agencies and groups available to help in their solution. The Center is now talking with agencies from other areas of the city, including Morrisania, the South Bronx, Williamsburg, and Brownsville, in conjunction with the Community Development Agency of the City's Human Resources Administration, about publishing manuals directed to these areas. This would be undertaken outside the province of the Title I program.

Last year, the Center also published, partly with Title I funds, a comprehensive guide to college written by community residents and published by the Center. This guide will hopefully be revised and made bi-lingual, and distributed free under the terms of a Title IV grant applied for.

3. Technical Assistance to Community Groups. The Center has,

during the past few years, assisted a great number of community organizations in dealing with housing and community development problems, including the relationship between social, economic, and physical factors. This program component has been closely related to the Leadership Training and Community Information components, enabling a continual relationship to be established between the Center and the various community governing boards. The recent growth in the number of governing boards has increased demands on the Center to provide technical assistance to professionals, para-professionals, and board members. The Center views its technical assistance program as accomplishing two objectives:

- a) It provides detailed technical information and consultation to the groups.
- b) The technician is encouraged to advise his client and at the same time to function as a Participant Educator - to make sure that the client can in the future make more educated and rational decisions without assistance.

We have found in the past that this innovative approach to educating adult groups is worthy of further exploration. In the future, the ongoing technical assistance program will be even more closely tied to the Leadership Training and Community Information components, to provide technical assistance to governing boards and para-professionals as a bridge to the establishment of community-controlled technical assistance programs. (This is particularly true of the housing and planning area, where, as noted, anti-poverty agencies are now under mandate to establish technical assistance offices.) The Center

will assist in training para-professionals to staff community-controlled programs, and will, in the interim, provide technical assistance to board members and para-professionals throughout the community. Negotiations on various levels are already underway with local agencies regarding this bridging function.

New Programs

All the above programs are modifications of existing continuing programs. However, new developments have fostered both a need and a potential for new programs which would bring about effective cooperation, not just between the Center and the community, but also between the various local educational institutions (with their variety of disciplines) and the community. These programs are particularly related to Priority #3 in the Title I guidelines (although they are also intimately related to Priorities #1 and #2), for they provide for bridging the gap between higher education and the community, and the creation of innovative programs, both formal and informal, by the educational establishment in an area which is grossly educationally deprived. These educational programs would be geared to provide local residents with the means and ability to:

1. More readily participate in the higher education process by acquiring Associate and Bachelor and higher degrees;
2. Pursue educational and vocational goals within the sphere of the aspirations and inherent abilities of the individual; and
3. Participate in programs geared to the development of para-professional, professional, and/or vocational skills.

In addition, the program would attempt to:

1. Create more participation by the poor and unaffiliated in an active role in governing bodies, as well as in undertaking para-professional and (eventually) professional roles.
2. Encourage the development of systems which are more responsive to and reflective of local area needs.

Coordination and intensification of general and specific cooperative programs between the major area institutions and the community, both within and outside the Neighborhood "College" framework, is the primary goal of these programs. The various institutions, between them, could provide training for local governing boards and para-professionals, as well as continuing technical assistance in every conceivable discipline. Such cooperative programs are becoming increasingly important as Central Brooklyn's Model Cities program moves into its planning phase. They include:

1. Establishment of guidance and counselling efforts to open up educational opportunities for local residents, utilizing innovative outreach and motivational programs, as well as establishment of an in-service training program to equip employees of operating agencies in the community with basic guidance skills, and training local residents as para-professional guidance counsellors. This program would be supplanted by the Title IV proposal, noted above, if and when it is funded.
2. Establishment of student- and faculty-community cooperative programs which would include student-community projects, and tutorial, guidance,

and other programs geared to opening opportunities and providing services for local residents and broadening the experience of students and faculty, so that they can be more responsive and responsible to community needs. In pursuing these objectives, the Center is presently working in revising the curriculum of Pratt's School of Architecture, as well as other departments, so that all student projects focus on Central Brooklyn. It is also working with Pratt students to help develop broad-based cooperative student-community projects. The potential for such cooperation is virtually unexploited, and could be of significant value. A joint student-community youth board has been established, intensively assisted by the Center, which is seeking funds from the Department of Labor.

3. Development of community service and training programs which would seek to provide technical services to local community groups while, at the same time, utilizing a "buddy-type" educational program to encourage and train local residents to become para-professionals and professionals in the various disciplines. Potential action areas include architecture and planning aides, field surveyors and interviewers, draftsmen, building and code inspectors, etc. Programs such as these would cover a broad, exciting potential range. They would include tutorial efforts; one-to-one relationships to train para-professionals by students; directed research and other projects in cooperation with and to assist community groups; scholarship programs; joint cultural programs, etc. The projects would aim ultimately to assist community development activities, raise the educational level of community residents, and broaden employment opportunities available to local groups.

The proposed program has been developed with special attention to the three priorities established in the Title I guidelines. They are related in the following manner:

1. The need for improved training programs for local government officials. In New York City, the trend is for the creation of a "second layer" of government, that of supervising community boards for such programs as Model Cities, housing, education, mental health, etc. These boards have far more than ceremonial functions. They are involved in planning and decision-making, as well as, in some cases, administration. Their function is similar to that of the elected directing boards of community residents in the poverty agencies. The urgent need in New York City is, therefore, not for training of government officials as normally defined, but for training of community residents who now participate in, or are contemplating participation in, this "second layer" of government. The entire program, as outlined above, is aimed at this large body of local government officials, and is intended to increase their effectiveness through sensitivity and technical training programs and advisory assistance.

2. The need to train para-professionals for effective service in public human service agencies. The majority of participants in the Center's programs have always been from the various agencies, corporations, organizations, and groups which comprise the "human service" segment of the community. The need for specialized training for these para-professionals is becoming increasingly intensified as they staff the action programs which will carry out

Central Brooklyn's projected revitalization. The training required here is similar to that for governing boards, except that para-professionals need more intensive technical training and administrative skills. The program outlined above is designed to address itself to that need.

3. The need for innovative programs for adult groups who historically have been bypassed or not serviced by higher education. The program as outlined above provides these programs in a variety of ways. It provides formal instruction, both through the Neighborhood "College" and in training classes and one-to-one student-community and "buddy system" cooperative programs. It provides more generalized information and assistance through broader-based programs. And it seeks, above all, to open channels of communication between the institutions and the community, so that the potential for innovative programs can be further explored, and a tradition of cooperation can be established which will lead to even greater cooperation and innovation in the future.

RESOURCES

As noted, the program concentrates on making effective use of personnel resources already available within the Institute (particularly the Center, the School of Architecture, and the Departments of City and Regional Planning, Interior Design, Humanities, Food Management, etc.) and other institutions, as well as a range of program consultants. Some of these consultants are:

Professor George M. Raymond - Chairman of the Department of City and Regional Planning, Director of the Pratt Center for Community Improvement,

and Partner in Raymond and May Associates, Planning Consultants.

Ronald Shiffman, Assistant Director, Pratt Center for Community Improvement, and Instructor in the Department of City and Regional Planning.

Luther Seabrook, Human Relations Unit, Board of Education; Manhattan Coordinator, African-American Teachers Association; and author.

Clarence Funnye, Director, Idea Plan Associates, Inc., an advocate planning non-profit organization; author; and Director of Comprehensive Planning Programs for Region I, Department of Housing and Urban Development.

Charles E. Wilson, Author; Rehabilitation Counsellor; Unit Administrator Designate of I. S. 201 in East Harlem.

Jack Krauskopf, Assistant to the Administrator, Human Resources Administration, and Lecturer, Department of City and Regional Planning.

Dr. Josef Garai, Professor of Psychology, Pratt Institute, and Director of Guidance, Central Brooklyn Neighborhood "College".

Roger Starr, Author; Executive Director, Citizens Housing and Planning Council of New York, Inc.; Lecturer, Department of City and Regional Planning.

Barry Schwartz, Instructor, School of Humanities, Pratt Institute, and Director of Faculty, Central Brooklyn Neighborhood "College",

and Daniel Ashe, Frank Montero, Frances Levenson, Eugenia Flatow, Donald F. Benjamin, etc., as well as a wide variety of community resource people on a professional and para-professional basis.

Physical resources include classroom, meeting room, and administrative space, etc. at Pratt Institute and other institutions and community organizations.

As also noted, the Center has had long-term and intensive involvement with the problem, population, and program activity over a period of years.

EVALUATION

Evaluation will continue to combine formal and informal evaluative techniques. Formal evaluative judgments of participants will be particularly useful (see attached sample of evaluative questionnaires used in Leadership Training Program and the Central Brooklyn Neighborhood "College"). Cooperating community agencies and groups will also assist in providing formal evaluation in a similar manner. An "alumni" club of former Leadership Training Program participants (formed at the initiative of Program participants themselves) will also be helpful both in long-range evaluation and in follow-up programs.

The staff will also provide periodic on-going evaluation, making program modifications where necessary, in conjunction with community groups. These evaluations will be formed through in-depth interviews, post-program follow-up, informal discussions, etc.

In addition to its on-staff personnel and volunteer team, the Center will have the services of a multi-disciplined team of consultants, who will advise and direct, in conjunction with the Center, each of the program's various components. Consultants will also be responsible for periodic evaluation of each component and particularly the contribution of each component to the functioning of the total program. A system of responsibility and accountability will therefore be established in the program.

Records will be kept on all phases of the program, although emphasis will

be on production and action rather than research. Follow-up will be conducted by the staff for all program contacts as an integral part of the program.

The staff and consultants will employ four main methods for program evaluation. These will include:

1. Staff rating sheets.
2. Participant rating sheets.
3. Periodic program evaluation sessions, including all program participants - trainees, staff, agency and institutional personnel, etc.
4. Reports from agencies and participating institutions concerning measurable changes in performance of and opportunities available to participants.

It is anticipated that the program has now reached the stage where a comprehensive summary, in book form, can be constructive. This book would be distributed throughout the community, and to other institutions throughout the city and state, to serve as a guide for those wishing to establish similar programs.

DEVELOPMENT OF INSTITUTIONAL INVOLVEMENT

As noted, involvement in the community on every level has now become the official policy of Pratt Institute. This program will serve as the primary vehicle for such involvement, which will be significantly enhanced thereby, both in its quantity and quality.

FUTURE FUNDING

As noted (see Page 14), the Center is now actively involved in developing proposals for future funding from public and private sources, or has already

made such application. For this purpose, the program has been designed so that components can be "spun off" to constitute separate programs for individual funding, although the various funded programs would continue to be vitally complementary to each other.

March 15, 1968