EVALUATING THE EFFECT AN ANCHOR INSTITUTION
CAN HAVE ON A SMALL SHRINKING CITY:
A CASE STUDY OF ALBION COLLEGE AND ALBION, MI

by

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Evaluating the Effect an Anchor Institution Can Have on a Small Shrinking City:  
A Case Study of Albion College and Albion, MI

by

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Submitted to the Department of Urban Studies and Planning in Partial Fulfillment of the 
Requirements for the Degree of 
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ABSTRACT

This thesis examines the efforts of Albion College, a small liberal arts college, to 
revitalize Albion, MI, a small, post-industrial city. It evaluates the nature of the college’s 
involvement in light of a taxonomy developed by Rita Axelroth Hodges and Steve Dubb in their 
book, The Road Half Traveled: University Engagement at a Crosswords. Using this taxonomy, 
the thesis evaluates seven key issues and determines that Albion College is primarily acting as a 
leader on its community engagement efforts. However, on some key issues, the College is 
acting as a convener, seeking to find and build the capacity of the City and other organizations 
within the community. Durable anchor institution engagement requires leadership support, 
involvement of faculty, staff and students, and commitment of alumni. There are signs that 
Albion College’s community engagement is beginning to help revitalize Albion, MI, but 
additional time is required to determine the impacts and durability of the efforts.
ACKNOWLEDGMENTS

I want to thank my Thesis Advisor, Professor Brent Ryan, for his encouragement and guidance through this process. I also want to thank my Reader, Dr. Andrew French of Albion College, who helped open many doors for me in Albion, Michigan, and at the College by arranging a visiting office, helping to schedule many interviews, making introductions and providing advice and guidance on this thesis. I want to thank the many people who took time out of their busy schedules to be interviewed by me. Even if you did not end up being quoted or cited, you provided important information and context that made this all possible. Finally, I want to thank my wife, Johanna, for allowing me to pursue this project, being a sounding board, and helping to ground me.
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1. Introduction

This thesis evaluates the role an anchor institution can play in the revitalization of a small and shrinking city. “Anchor institutions are those nonprofit or corporate entities that, by reason of mission, invested capital, or relationships to customers or employees, are geographically tied to a certain location.”¹ The fact of co-location means that their fates are tied together.

Anchor institutions are place-based entities with human and economic ties to their surrounding community. The institution and its community are naturally interdependent, as the welfare of one can have enduring consequences on the welfare of the other. For this reason, anchor institutions often utilize their economic and human resources to invest in the people, businesses and infrastructure that surround them.²

Colleges and universities are examples of anchor institutions because of the significant investment in campus facilities as well as the high cost and great effort required to relocate. Increasingly, there is “increased interest of anchor institutions in local community and economic development driven by multiple factors.”³

There has been research on the role educational anchor institutions can play in their communities, but to date that most of that work has focused on large research universities in large cities.

This thesis will instead examine how a small liberal arts college can help revitalize a smaller community. This thesis will use Albion College (the “College”) and its city, Albion, Michigan (the “City”), as a case study.

This thesis reviews literature to determine a framework to use for analyzing anchor-based community engagement to determine the types of initiatives other anchor institutions and cities have undertaken. Through documents, interviews, observation and other analysis, this thesis will then examine the past and proposed actions of the College to determine whether it is acting as an anchor institution with respect to its community; and if so, the policies and practices which demonstrate anchor institution behavior and how those fit into the analytic framework.

Along the way, the thesis will discuss the needs of the City and the College; identify areas where the City’s and the College’s needs overlap and diverge; discuss the different initiatives undertaken and planned by the College; discuss the relationship between the College, the City and other stakeholders; and recommend process improvements and possible initiatives for the College to consider as it continues this work. It is my hope that this thesis will provide to all stakeholders in Albion, Michigan’s future useful ways to broaden the College’s participation and strengthen its efforts to revitalize the City for the benefit of as many residents as possible.
2. Overview of the Albions

The City of Albion and Albion College were both founded in 1835. While bound by geography, for much of their history, they have coexisted with limited interaction.\(^4\) As the College’s President, Mauri Ditzler, has said, “I think the [College’s founders] would be disappointed that for the last 50 years or so, we [the College] have largely ignored the town.”\(^5\)

The City of Albion is located in south central Michigan. It has two exits off of Interstate 94 for Business Route I-94 and is about 12 miles east of Interstate 69. The City is located at the eastern edge of Calhoun County, which has Marshall (12 miles away) as its county seat, and Battle Creek (28 miles) as its largest city. It is approximately a one-hour drive from Ann Arbor, Lansing and Kalamazoo.

The City was an industrial city with a variety of manufacturing businesses including foundries and steel production.\(^6\) Because of the recruiting practices of the industries,\(^7\) about 30% of the population is black,\(^8\) making it unlike most of the small towns in the region. The foundries provided an opportunity for workers with only a high school education to have a


\(^8\) See Appendix 1.c.i.
middle-class life. The departure of these large industrial employers, the last of which closed in 2002, left the City poorer with few opportunities for the former employees. Many of the former foundry employees left to follow other jobs, reducing the overall population.

The College, on the other hand, is historically largely a white and affluent institution, with students mostly drawn from the wealthier suburbs of Detroit and other Midwestern cities. The separateness of town and gown grew over many decades, while both were thriving. In the past, the students were even told by some College’s administrators that it was unsafe to venture into town, discouraging student-resident interaction. Unfortunately, this disengaged relationship continued after the City’s economy began to decline in the 1970s, to the detriment of both the City and the College. As the Chairman of Albion College’s Board of Trustees put it, with “the demise of foundries and Corning picture tube factory pulling out...the college increasingly buried its head in the sand.” In 2002, following the closure of its last

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13 Brown, *Interview with Garrett Brown, Mayor City of Albion*.
15 J. Donald Sheets, *Interview with J. Donald Sheets, Chairman Albion College Board of Trustees*, 2017.
foundry, its Kmart and its only hospital the College became the largest employer in the City, a role it still fills. In spite of this fact, the interactions between the City and College continued to be constrained and narrow in focus for a number of years.

The downward spiral was underway when John Tracy, the City’s Director of Planning, Building and Code Enforcement, moved to the City in 1998. The decrease in employment and population coupled with the arrival of big box stores in nearby cities resulted in the closure of many businesses, including most of the storefronts on Superior Street. Like many other cities, the City’s downtown deteriorated.

In 2010, faced with falling enrollment, the College began to realize the need to engage with the City for the benefit of both. In fact, the Board of Trustees began to consider the condition of the City to be an existential threat to the College because it adversely affected recruitment of students, staff and faculty as well as potentially affecting its ability to raise money through capital campaigns. As will be described in more detail later, the College began to change its approach to the City.

Symbolically, when a new president, Dr. Mauri Ditzler, was appointed in 2014, he moved back into the President’s House adjacent to campus instead of living in the mansion outside of

16 Hinde and Bridges, “Harvard Industries Pours Iron for What May Be the Last Time.”
17 Catherine Kerley, “Kmart Ax Falls on Area Stores, Albion Store to Close by Mid-May,” Recorder, March 14, 2002.
20 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
22 Ibid.
23 Ibid.
24 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
town like his predecessors. The Board of Trustees brought Ditzler to the College with a charge to increase its engagement with the City to revitalize the City. The College’s effort has not gone unnoticed. At the time of Ditzler’s installation, The Midwesterner Blog noted, “Ditzler has made it his goal to use Albion College and the liberal arts in the revival of the town.” More recently, the Wall Street Journal profiled the efforts the College has taken to engage with and improve the prospects of the City.

The City and its residents have also recognized that they need to cooperate with the College for the good of the community. Cooperation between the College, the City, and other groups to support business development has improved significantly. One example of that new cooperation was the Albion Day in Lansing, the Michigan state capital. Key City officials including the Mayor and City Manager, representatives of the College, and other Albion groups’ representatives met with a number of state legislators and officials to discuss progress in Albion and ways in which the State can help advance those efforts. This initiative was cited by the Mayor, the City Manager, and the President of the Albion Economic Development

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25 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson; “Albion College Leaves the Light on for You – Daily Yonder.”
26 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
28 Belkin, “To Save Themselves, Small Colleges Offer Lifeline to Their Hometowns.”
29 Tim Krause, Tim Krause, Executive Director, Albion Community Foundation Interview in Albion, MI on January 26, 2017, 2017; Brown, Interview with Garrett Brown, Mayor City of Albion.
30 Brown, Interview with Garrett Brown, Mayor City of Albion.
31 Ibid.
32 Sheryl Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan, 2017.
Corporation (“EDC”), as a milestone of cooperation. By combining their efforts, they communicated a unified message regarding progress and needs in Albion to the state government instead of having mixed messages. This is a significant step, but more work remains.

This thesis will investigate the actions and planned actions occurring in the City in far more detail and inquire about the motives and potential effects of the actions.

a. The College

The College was established in 1835 as a Methodist seminary. It is still currently affiliated with the Methodist Church. It is a national liberal arts college with approximately 1,400 students. The composition of the College’s student population is shown in the table below.

Table 1 Albion College Student Body

<table>
<thead>
<tr>
<th>Gender</th>
<th>Ethnicity</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Male</td>
<td>White</td>
<td>78.7%</td>
</tr>
<tr>
<td>Female</td>
<td>Black/African American</td>
<td>6.1%</td>
</tr>
<tr>
<td></td>
<td>Hispanic/Latino</td>
<td>4.8%</td>
</tr>
<tr>
<td></td>
<td>Multi-race (not Hispanic/Latino)</td>
<td>2.6%</td>
</tr>
<tr>
<td></td>
<td>Asian</td>
<td>2.0%</td>
</tr>
<tr>
<td></td>
<td>Unknown/Other</td>
<td>5.8%</td>
</tr>
</tbody>
</table>

33 Amy Deprez and Neely Kent, Interview with Amy Deprez, President & CEO, and Neely Kent, Office Manager, for the Albion Economic Development Corporation, 2017.


The College campus is located on the east side of town, with the main campus beginning four blocks (0.3 miles) east of North Superior Street, the main street in the City. The main campus occupies approximately 90 acres and is located east of the downtown corridor. In addition, it has a 144-acre Whitehouse Nature Center, which is largely in a conservation state with paths, and the 340-acre Nancy G. Held Equestrian Center,\(^\text{36}\) which will be discussed later. It employs approximately 452 people,\(^\text{37}\) of which 105 are full time faculty.\(^\text{38}\) The College pays salaries, compensation and employee benefits of nearly $28 million annually.\(^\text{39}\) The College has net assets of approximately $230 million.\(^\text{40}\)

The maps in Appendix 1. a. show the City, the location of the College, and key areas which are the focus of the revitalization efforts discussed later.

The College has valued service-based education for many years. Service-based education adds practical experience to the traditional liberal arts curriculum through student teaching and internships.\(^\text{41}\) Some of this service-based education, particularly student teaching, kept the College engaged with the City to some degree.\(^\text{42}\) However, in the past, many of the


\(^{37}\) “The City of Albion 2017 Comprehensive Plan.”

\(^{38}\) “Albion College Key Facts.”

\(^{39}\) “Albion College Form 990,” 2014.

\(^{40}\) Ibid.


\(^{42}\) Dunklin and Dunklin, Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017.
internships in business and public sector were focused outside of the City – in my own case, my business internships were in Warren, Michigan, and Bad Hersfeld, Germany. Now, many more of the internships are in local government, businesses, and nonprofits in the City.\textsuperscript{43}

Several years ago, prior to the hiring of President Ditzler, the College developed a master plan to guide its progress over the next 15 years.\textsuperscript{44} This plan primarily addresses the capital projects it plans to pursue to allow the College achieve its educational mission. However, as will be described in more detail later, the Plan does contain actions which do or will advance the College’s engagement in the City. In addition to this plan, the College has moral obligations arising from its mission as an educational institution which was founded to benefit its community.\textsuperscript{45}

b. The City

The City has an area of approximately 4.5 square miles. The City is at the fork of the north and south branches of the Kalamazoo River which once powered mills in the City.\textsuperscript{46} The Downtown Corridor is anchored on the south by the Albion District Library, opened in 1919 and was built with a Carnegie grant,\textsuperscript{47} and on the north by the U.S. Post Office building. The Downtown Corridor features a historic brick street, which is scheduled to be repaired by the

\begin{itemize}
\item \textsuperscript{43} Draudt, \textit{Laurel Draudt, Director, Carl A. Gerstacker Institute for Business and Management, In-Person Interview January 26, 2017, in Albion, MI.}
\item \textsuperscript{44} Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.}
\item \textsuperscript{45} Heinze, “‘Town and Gown’ Partnership Crucial for Long-Term Sustainability of Albion College and Surrounding Community”; Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.}
\item \textsuperscript{46} “The City of Albion 2017 Comprehensive Plan.”
\end{itemize}
Michigan Department of Transportation in 2017.48 The remaining downtown storefronts, historic buildings and river provide assets for redevelopment opportunities.49

The City has been losing employers, population, and its hospital. It recently had to annex its public school system to a neighboring town’s school district.50 Since 1980, the population has fallen nearly 25%, from 11,059 to 8,316 in 2015.51 It is important to note that the approximately 1,400 College students (about 17% of the population) are counted in this population, but they are unlikely to be long-term residents; thus, the permanent population is closer to 7,000.

In addition to empty storefronts on Superior Street, the City has a number of vacant industrial, commercial, school and residential buildings. There have been a number of vacant buildings demolished as nuisances.52 Some of the industrial sites are contaminated, a challenge to their reuse, including a recent case where a brake manufacturer that was seeking to construct a foundry elected not to use the former Albion Malleable foundry site because of contamination.53 The City has challenges as well as assets.

49 Samuel Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development, 2017.
52 French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
53 Brown, Interview with Garrett Brown, Mayor City of Albion.
3. Plans for the Future

Both the City and the College have plans for their futures. Because the City’s Plan was recently adopted through a public process in compliance with state law, it is the best evidence of the City’s priorities in this thesis. Information gleaned from interviews will be used to clarify or explain how the priorities are being implemented. In the College’s case, while there is a Master Plan, it can be and has been adapted by the Board of Trustees and the College Administration. In addition, there are other actors affiliated with the College, such as alumni, who have taken actions within the community to advance either the College’s vision or their own vision of what is needed in the City. The actions of other actors who are affiliated with the College will be discussed in conjunction with the College’s efforts.

a. The City’s Plan for the Future

In December 2016, the City formally adopted the Albion 2017 Comprehensive Plan (the “Plan”) which identifies the City’s priorities for the next 10-20 years.\(^\text{54}\) The Plan complies with a requirement in Michigan law that the city prepare a long-term plan and update it every five years.\(^\text{55}\) The Plan is the first real planning effort in a long time which is expected to be acted upon.\(^\text{56}\) The College helped fund the consultant who developed the Plan\(^\text{57}\) and a College intern working at the City assisted in its development.\(^\text{58}\) The planning process included a community

\(^{54}\) “The City of Albion 2017 Comprehensive Plan.”
\(^{55}\) Michigan Act 33 of 2008 (September 1, 2008).
\(^{56}\) Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
\(^{57}\) Ibid.
\(^{58}\) Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan; Danielle Nelson, Interview with Danielle Nelson on February 21, 2017 via Telephone, 2017.
survey, publication of a draft of the plan, and a series of town halls in the community to get comments on the draft plan.\(^{59}\) The City Council formally adopted the plan in December 2016.\(^{60}\) As such, it represents the formal public statement of the City’s goals and objectives for the next 10-20 years. Work on implementing some aspects of the Plan is beginning.\(^{61}\)

The Plan examines “the present conditions and a framework for future growth.”\(^{62}\) The Plan will help to guide community decision-making about “land-use planning, social, economic and environmental development.”\(^{63}\)

b. The College’s Plan to be a Strong Liberal Arts College in an Iconic College Town

The College has established a vision for the College to make the City into an “iconic college town.”\(^{64}\) The College has recognized that the condition of the City is directly related to the long-term success of the College.\(^{65}\) To achieve the goal of making the City into a true college town, the primary areas of concern to the College are (a) the Main Campus neighborhood, which is roughly bounded on the north by East Michigan Avenue, on the east by East Mingo Street, on the south by East Erie Street, and on the west by East Huron Street and the areas adjacent to the Main Campus; (b) the Downtown Corridor, which includes the Superior Street Commercial Historic District, which is on the National Register of Historic Places.
and is roughly bounded by the Kalamazoo River, Cass, Elm, Eaton and Vine Streets; corridors connecting the Campus and Downtown (the “Connecting Corridors”); (d) the Eaton Street Corridor, which is Exit 121 off of Interstate 94; and (e) the Exit 124 corridor (with Exit 121, the “Gateway Corridors”). The first three areas directly affect the College campus and its environs. Both highway exits represent the primary way people traveling to the College, especially parents and prospective students, enter the City.

The College’s Master Plan focuses on capital improvements to the College, such as building renovations and new facilities. Historically, the College’s growth has been toward the east; away from the Downtown Corridor. With the new Master Plan, the growth is being focused toward the west; seeking to connect the Campus and the Downtown Corridor. The College’s Master Plan includes the construction of the recently-opened Ludington Center on Superior Street in the Downtown Corridor as well as supporting other Downtown Corridor initiatives such as the construction of a new Courtyard by Marriott hotel, seeking to construct new dormitories and other buildings between the Main Campus and Downtown along the Connecting Corridors, and encouraging the renovation of existing housing or construction of new housing along those Connecting Corridors for faculty and staff.

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67 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
68 Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
69 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
70 Ibid.
71 Ibid.
In addition, the College is examining its assets to determine how to best use them to enhance not just its immediate educational mission, but also to support the City’s revitalization by enhancing those assets to increase the economic activity in the community. This includes the expansion of the Held Equestrian Center to attract visitors to the numerous horse shows it will host. Moreover, actions by people or groups with a connection to the College, have taken steps to help revitalize the City.

c. Comparing the Plans and Actions

Both the City and the College are taking or planning to take steps to revitalize the Albion community. To the extent that the actions of one complement the actions of the other, the efforts are more likely to succeed. To that end, I have compared the Plan and the College’s interests in the table shown below.

Table 2 Alignment of College with the Plan

<table>
<thead>
<tr>
<th>ALBION COMPREHENSIVE PLAN ELEMENTS</th>
<th>Strongly Aligned</th>
<th>Somewhat or Partially Aligned</th>
<th>Neutral</th>
<th>No Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>Retain and attract jobs to Albion by supporting business growth, development and attraction</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Deliver high-quality municipal services that improve the quality of life in Albion</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

---

72 Jerry White, Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017, 2017; Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.

73 William Dobbins, Interview with William Dobbins, President, Caster Concepts, in Albion, MI, on January 27, 2017, 2017; Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.

74 “The City of Albion 2017 Comprehensive Plan.”
<table>
<thead>
<tr>
<th>ALBION COMPREHENSIVE PLAN ELEMENTS</th>
<th>Strongly Aligned</th>
<th>Somewhat or Partially Aligned</th>
<th>Neutral</th>
<th>No Support</th>
</tr>
</thead>
<tbody>
<tr>
<td>Achieve consistency between the existing zoning code and the City’s long-term goals for housing, commercial, and industrial development</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Strengthen and beautify Albion’s neighborhoods</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stabilize the downtown, enhance its historic character, and support its economic growth</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support and strengthen a Pre-K-16 education system for the community</td>
<td>✓</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Improve Albion’s transportation network to accommodate and promote various modes, including walking, biking, automobiles, passenger rail and public transportation</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Focus planning and resources to enhance and transform the city’s major gateways</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Forge local, regional and global collaborations that support the City of Albion – its people, its needs and its opportunities</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Support networks that promote healthy living</td>
<td></td>
<td>✓</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

The specific plans or actions the College is taking or has undertaken which affect achievement of the City’s Plan goals will be discussed in the next section in the context of the literature review and how the College is or is not meeting criteria specified in the analytical framework explained in that section. In addition, following the literature review, this thesis will identify additional areas which require attention which were found in the course of research, including literature, interviews and observations but do not appear to be receiving sufficient attention at this time.
4. Literature Review

A review of literature on anchor institutions was used to determine the best practices used by anchor institutions. In addition, I have tried to determine which practices might be transferrable to the College and the City. While there is research on the role an educational anchor institution can play in revitalizing a community, it primarily focuses on larger and wealthier universities located in larger cities. These include the University of Pennsylvania (“Penn”) and West Philadelphia,75 Yale University (“Yale”) and New Haven,76 and Cleveland and the University Circle initiative (“Cleveland UCI”).77 Schools like Penn, Yale and Case Western Reserve University (“CWRU”) all have very large endowments,78 medical schools and hospitals, all of which give them substantial assets to use in their community engagement initiatives. Large cities also provide a broad range of partners to assist in efforts. For example, the Cleveland UCI includes CWRU, the University Hospitals, the Cleveland Clinic, the many cultural

78 “The 100 Richest Universities: Their Generosity and Commitment to Research,” The Best Schools, accessed March 6, 2017, http://www.thebestschools.org/features/richest-universities-endowments-generosity-research/. The estimated values of the schools’ endowments are: Yale, $23.6 billion; U Penn, $7.7 billion; and CWRU, $1.76 billion.
institutions located in University Circle, the Cleveland Foundation and other charitable institutions, work force development partnerships and a large city government.\(^{79}\)

Replicating these revitalization efforts with a small college in a small city may be difficult because there are fewer financial and institutional resources available to the College as well as fewer potential partners available in the community. For example, the College does not have a medical school or hospital, meaning that it cannot provide in-kind health services to the community, use the hospital’s buying power to support local businesses, or provide health-related employment, each of which is an important aspect of the Cleveland UCI.\(^{80}\) In addition, the College’s budget and endowment are also much smaller than many of these large research universities.\(^{81}\) On the other hand, because the City is a much smaller place with a small population, a smaller institution and its initiatives will have a larger impact; it is a “big fish in a small pond.”

This section will first discuss an analytical framework in which to evaluate the College’s efforts using a taxonomy developed by Rita Axelroth Hodges, Assistant Director at the Netter Center for Community Partnerships at Penn, and Steve Dubb, Research Director at the Democracy Collaborative at the University of Maryland, who have studied a number of urban universities and the initiatives they have undertaken within their communities.\(^{82}\) The analytical framework arose from patterns that Hodges and Dubb discerned in their evaluation of ten

\(^{79}\) Wright, Hexter, and Downer, “Cleveland’s Greater University Circle Initiative: An Anchor Based Strategy for Change.”

\(^{80}\) Ibid.

\(^{81}\) “How Does Albion College Rank Among America’s Best Colleges?” In 2015, the endowment was approximately $181.5 million.

\(^{82}\) Hodges and Dubb, The Road Half Traveled.
urban research universities. Their framework allows for the comparison of different efforts undertaken by anchor institutions in different locations and provides insights into outcomes and issues which may result from such initiatives. While this framework was developed in the context of urban research institutions in large metropolises, I believe it is also useful for evaluating the actions of Albion College in the City of Albion, Michigan, because, while there may differences in scale and available resources, the College confronts many of the same underlying issues in the small, post-industrial city of Albion, Michigan. These issues include unemployment, poverty and the impact of reduced tax revenues on education, municipal infrastructure, and municipal services. Like many larger post-industrial cities, the City has seen the hollowing out of population and businesses which result in reduced municipal resources. Many of the approaches taken by the surveyed universities, or other urban universities, can be used to address the issues facing the City.

This section will include the discussion of major advantages and disadvantages of each type of anchor institution. Then, based upon the actions taken to revitalize the City and the interviews with stakeholders, I will analyze the College’s efforts to determine which type of engagement model the College is following. Next, I will discuss risks from the approach the College is taking. In a later section, the specific initiatives of the College will be discussed in light of the analytic model and the similar efforts of other institutions to determine the possible benefits and detriments of such efforts in the City.

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83 Ibid.
84 Tracy, Interview with John Tracy on January 31, 2017, in Albion, MI; French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
a. Analytic Framework

The efforts of colleges and universities in their communities have been categorized by Hodges and Dubb into three types: “facilitator, leadership and convener strategies.” The categories are defined as follows:

- A facilitator model is one where the school “tend[s] to place special emphasis on educational opportunity, including a focus on access, academic engagement, and public education and health partnerships, as well as providing in-kind resources for local capacity building across a broad geographic region.” Examples identified in Hodges and Dubb’s book are Indiana University – Purdue University Indianapolis (“IUPUI”), Portland State University (“Portland State”), and Miami Dade College.

- A leadership model “also emphasize[s] education and health partnerships, but tend[s] to focus more strongly on pursuing comprehensive community revitalization, using their business practices for community economic development, often with a specific focus on disinvested neighborhoods that are immediately adjacent to the university.” Examples are Penn, the University of Cincinnati (“Cincinnati”), and Yale.

- A convener model “place[s] a heavy emphasis on comprehensive revitalization, but often place greater emphasis on building local capacity and sharing agenda-setting power with other community stakeholders.” They also often identify areas of interest.

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85 Hodges and Dubb, *The Road Half Traveled*.
86 Ibid.
87 Ibid.
88 Ibid.
89 Ibid.
which are not adjacent to their campus.\textsuperscript{90} Examples are Syracuse University (“Syracuse”), University of Minnesota, Twin Cities (“Minnesota”), LeMoyne-Owen College and Emory University (“Emory”).\textsuperscript{91}

While there are three distinct models, “the lines of demarcation…are imprecise.”\textsuperscript{92} The reasons for anchor institutions to pursue different approaches are often structural in nature, including financial and institutional resources, and are not necessarily the result of choice.\textsuperscript{93} An institution may pursue strategies reflecting more than one category or their approach may vary over time. For example, an anchor institution may start in one category but convert to another category as time passes or progress occurs.\textsuperscript{94}

Hodges and Dubb conducted their survey of ten urban universities mentioned above for \textit{The Road Half Traveled: University Engagement at a Crossroads} and summarized their findings on the types of engagement in the following table.\textsuperscript{95} The portions in \textbf{bold}, \textit{italics} and \textcolor{red}{red} reflect my hypotheses of where Albion College falls on the Key Issues, and the evidence supporting my hypotheses will be discussed in more detail later.

<table>
<thead>
<tr>
<th>Key Issues</th>
<th>University as Facilitator</th>
<th>University as Leader</th>
<th>University as Convener</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Engaged Community</td>
<td>•Dispersed partnerships rather than geographic focus</td>
<td>\textbf{•Focus on adjacent neighborhood}</td>
<td>•Targeted efforts often focus on non-adjacent neighborhood</td>
</tr>
</tbody>
</table>

\textsuperscript{90} Ibid.
\textsuperscript{91} Ibid.
\textsuperscript{92} Ibid.
\textsuperscript{93} Ibid.
\textsuperscript{94} Ibid.
\textsuperscript{95} Ibid.
\textsuperscript{96} Ibid. Emphasis added by author.
<table>
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<th>University as Leader</th>
<th>University as Convener</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Respond to partnership opportunities from across broader community</td>
<td><strong>Revitalization in response to a crisis or threatening conditions</strong></td>
<td><strong>Strategic choice to engage (not required by history or immediate threat)</strong></td>
</tr>
<tr>
<td>Partnership Programs and Goals</td>
<td>• Focus on academic engagement, public education and health partnership, and in-kind resources to build local capacity</td>
<td>• <strong>Focus on comprehensive neighborhood revitalization</strong> – especially education, health, and community development – through academic and non-academic resources</td>
<td>• Focus on capacity building, as part of neighborhood revitalization • Public school and health partnerships often part of a broader agenda</td>
</tr>
<tr>
<td>Institutional Support and Leadership</td>
<td>• Strong administrative support for broad civic engagement mission • Designated community partnership center with focus often on academic engagement</td>
<td>• <strong>Strong administrative support often directly overseeing revitalization efforts</strong> • <strong>Additional partnership centers promote university-wide engagement</strong></td>
<td>• Moderate to high administrative support, often with high-powered staff to oversee revitalization efforts • Additional partnership centers promote university-wide engagement</td>
</tr>
<tr>
<td>Funding and Resources</td>
<td>• Low endowment • Limited budget • Limited corporate investments • Moderate leveraging of external resources</td>
<td>• <strong>Moderate to high endowment</strong> • <strong>High budget</strong> • <strong>Significant corporate investments</strong> • <strong>Internal investment leverages considerable external resources</strong></td>
<td>• Moderate to high endowment • Moderate budget • Moderate corporate investments • Significant leveraging of external resources</td>
</tr>
<tr>
<td>Principles of Economic Inclusion</td>
<td>• Emphasize access to education • Limited but focused efforts toward support of small and local business owners</td>
<td>• <strong>Emphasize innovative corporate practices for community economic development (e.g.,</strong></td>
<td>• Emphasize capacity building • Developing targeted corporate practices that support diversity,</td>
</tr>
</tbody>
</table>

| 28 |


<table>
<thead>
<tr>
<th>Key Issues</th>
<th>University as Facilitator</th>
<th>University as Leader</th>
<th>University as Convener</th>
</tr>
</thead>
<tbody>
<tr>
<td>Nature of Community</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Relationships</td>
<td>• Good neighbor: responsive to community’s or city’s</td>
<td>• University agenda setting</td>
<td>• Co-agenda setting among university and community partners</td>
</tr>
<tr>
<td></td>
<td>agenda</td>
<td>• Strong community dialogue, but plans often presented “to</td>
<td>• Hire community people to work in partnership centers -</td>
</tr>
<tr>
<td></td>
<td>• Typically reactive (partnership “taker,” not “maker”)</td>
<td>them” rather than developed “with them”</td>
<td>translator function</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Hire from within rather than from community</td>
<td>• Partner with new or existing community organizations with</td>
</tr>
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<td></td>
<td></td>
<td>• Create stand-alone organizations to pursue agenda;</td>
<td>shared leadership; low-key branding</td>
</tr>
<tr>
<td></td>
<td></td>
<td>heavily branded efforts</td>
<td></td>
</tr>
<tr>
<td>Impacts on Community</td>
<td>• Large number of nonprofits benefit from partnerships</td>
<td>• Significant university interventions in community</td>
<td>• Substantial increase in nonprofit and community capacity</td>
</tr>
<tr>
<td></td>
<td>• Neighborhood-wide impacts difficult to measure due to</td>
<td>development, public health, and K-12 schooling show</td>
<td>• Efforts centered on targeted neighborhood(s) relative</td>
</tr>
<tr>
<td></td>
<td>extensive geography of effort</td>
<td>promising indicators</td>
<td>new, making long-term impact difficult to assess</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Major improvements in public safety</td>
<td></td>
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<tr>
<td></td>
<td></td>
<td>• Often result in higher real estate values in target areas</td>
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</tbody>
</table>

In developing Table 3, Hodges and Dubb looked at the 10 different schools’ actions to determine the appropriate category for each school. To help provide more insight into the classification process, this thesis will provide examples of the activities which led Hodges and Dubb to classify them as a “facilitator”, a “leader” or a “convener” institution.
IUPUI was identified as a “facilitator.” IUPUI primarily acts as an anchor institution with in-kind contributions, not financial investment. IUPUI has a reputation for collaboration within the community, letting the community set the agenda. The university also has a strong commitment to supporting the education and health services through in-kind support, such as supporting K-12 local schools, presenting financial literacy workshops for adults in the community and providing medical, dentistry and nursing service to the community. IUPUI also relies on and rewards student engagement with the community through the “RISE to the Challenge Initiative” which sets a goal for each undergraduate to have participated in two community engagement efforts prior to graduation. One other aspect of the facilitator schools studied by Hodges and Dubb, is that they are all primarily non-residential schools. As a result, merely by providing quality education, they improve the community in which they are present. By capitalizing on its in-kind contributions and emphasizing collaboration, IUPUI demonstrates the “facilitator” model.

On the other hand, Yale is largely a residential college which acts as in the “leader” role. As a financially strong institution, it has set significant purchasing goals to support minority (25%) and local (20%) contractors. In addition, it has developed over 350,000 square feet of retail space leased to over 100 businesses. It has also established a 550,000 square foot business incubator which has spawned 40 businesses that have raised over $450 million in

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97 Ibid.
98 Ibid.
99 Ibid.
100 Ibid.
101 Ibid.
102 Ibid.
103 Ibid.
equity. It is supporting local schools, including being a major donor to the “New Haven Promise” which offers full tuition scholarship to in-state public colleges for students in the New Haven school system. It also provides in-kind health services, However, unlike IUPUI, there is very limited service learning. Yale is committing more financially and is directing where those investments occur. While they do consult with the city and local groups, Yale remains in a “leader” mode.

Emory is identified as being a “convener” model. It is engaged in five low-income, non-adjacent neighborhoods in Atlanta where it supports existing community development organizations by providing funding and technical support. It is focusing on sustainability and purchasing up to 48% of its produce locally. It engages in education and health partnerships on an individual program basis, with only loose coordination. It has high levels of service learning participation – 24% campus wide, but up to 100% of nursing students. On the whole, it is providing support and resources, including using its buying power, but mostly it is working with existing organizations in the community to expand their programs and capabilities.

Based upon the criteria in Table 3 above and my research and observations in the City, the College is currently primarily acting as a “leader” in redevelopment, as opposed to a

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104 Ibid.
105 Ibid.
106 Ibid.
107 Ibid.
108 Ibid.
109 Ibid.
110 Ibid.
111 Ibid.
“facilitator” or “convener”. However, in this case, the lines of demarcation are not sharp; there are areas where the College is functioning more as a “convener.”

In the larger cities where the 10 universities in Hodges and Dubb’s book were located, there may be more than one large institution or other private or government actors who could initiate and support revitalization. This means that anchor institution participation can act in any of the three modes, and still be important contributors to community revitalization. In contrast, a small city may be fortunate to have even one anchor institution. In that case, the anchor institution needs to act as a “leader,” at least initially, to help jump-start the revitalization efforts. That is the case with the College, which is currently acting primarily as a “leader.”

The College became engaged in revitalizing the City because the College was facing a threat to its fundraising and recruiting ability, and ultimately, its existence. As described in detail later, the College has been pursuing a broad range of programs to revitalize the Campus Neighborhood, the Downtown Corridor and the Gateway Corridors through expenditures of College funds, alumni investment and cooperative activities such as pursuing grant funding. The College’s Board of Trustees and senior administration are deeply involved in the process. The College has made substantial investments. The College has worked to pursue economic development through various means such as the construction of a new College Center and helping to finance a hotel on the main street. The College has led the economic efforts, but is

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112 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
working with the City and other parties, such as the Friends of the Bohm,\textsuperscript{113} to the extent it is able to do so. There will be a detailed discussion of the key revitalization initiatives later in this thesis.

While the College is in a leadership role, it is very sensitive to the need to have the City and other groups actively involved. The College has worked to give them a voice and to help build their capacity, including through funding and in-kind services, such as providing student interns and AmeriCorps VISTA program participants, and other support.\textsuperscript{114} In this regard, the College is behaving as a “convener.” In the long run, the College wants to be more of a “convener” than a “leader” once sufficient progress toward revitalization has been made. In part, this is because the College cannot continue to invest at the same rate since it is currently spending out of its endowment at a higher-than-prudent rate.\textsuperscript{115} But the College will remain engaged because it wants to preserve the progress achieved and make additional incremental gains. Of course, to the extent the revitalization efforts have support from a wide cross-section of the community, they will be more resilient.\textsuperscript{116}

\textsuperscript{113} A nonprofit that formed to acquire and restore the Bohm Theater, an abandoned movie theater located on Superior Street, as a movie and live performance space. Dave Lawrence, \textit{Bringing Back the Bohm}, 2015, http://bohmtheatre.org/about/.
\textsuperscript{114} Ditzler and Anderson, \textit{Interview with Mauri Ditzler and Bob Anderson}.
\textsuperscript{115} Shaheen, \textit{Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development}; Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees}.
To better understand the importance of the taxonomy in assessing anchor institution involvement in the community, in the next section, I will discuss each of the criteria developed by Hodges and Dubb as they apply to Albion.

5. The College is Primarily Acting as a “Leader” in Revitalizing the City

As described in the prior section, my hypothesis is that the College is currently primarily acting as “leader” in its engagement with the City. However, there are areas where it is currently acting more as a “convener” and some areas where there is overlap. This section will examine each of Hodges and Dubb’s Key Issues as they apply to the College using the data derived from my local research, interviews and observations. In this way, the various activities and plans which are underway will be discussed as evidence of the College’s type of engagement to support my hypothesis that the College is currently acting in a “leadership” mode.

a. The Engaged Community

An initial aspect for evaluating an anchor institution’s involvement is to look at both the “where” and the “why” of the institution’s involvement – that is the community where the anchor institution is focusing its efforts and why it is doing so. These can be related – that is the “why” can arise from the “where” as was the case in Penn’s decision to engage with its community. At Penn, two students were murdered on the campus in a two-year period. Penn was faced with a choice of how to respond – to build stronger walls or to build community
bonds.\textsuperscript{117} It elected the latter and began engaging with its neighboring community to lead efforts to make entire area near Penn’s campus safer through a range of initiatives.\textsuperscript{118} A violent crime also motivated Yale, which in response to the subsequent 10% drop in applications, realized it needed to act to address the community’s issues, including public safety, in the neighborhoods around campus.\textsuperscript{119}

In the Penn and Yale cases, the universities each decided to engage with neighborhoods adjacent to their campuses, a decision which was largely driven by where they perceived the threats to have arisen. This effort to “fix” the neighborhood where the institution is located allowed each institution to focus its efforts.\textsuperscript{120}

Of course, in a large city, even the wealthiest institutions would not be able to address all the city’s issues, but it can make a significant impact in a neighborhood. As a byproduct, this may provide momentum for other parts of the city as well as freeing the city and other organizations to use their resources to address problems in other neighborhoods. For example, in Cleveland, Case Western Reserve University, University Hospitals and the Cleveland Clinic chose to focus on University Circle, where their campuses are located, to focus their revitalization efforts.\textsuperscript{121} University Circle is an area with a population of approximately 60,000 people, many abandoned buildings, high unemployment and few job opportunities.\textsuperscript{122} Some of the Cleveland UCI efforts, such as the $200 million bus rapid transit (“BRT”) HealthLine from

\begin{flushleft}
\textsuperscript{117} Rodin, \textit{The University and Urban Revival Out of the Ivory Tower and Into the Streets}. \\
\textsuperscript{118} Ibid. \\
\textsuperscript{119} Hodges and Dubb, \textit{The Road Half Traveled}. \\
\textsuperscript{120} Ibid. \\
\textsuperscript{121} Wright, Hexter, and Downer, “Cleveland’s Greater University Circle Initiative: An Anchor Based Strategy for Change.” \\
\textsuperscript{122} Ibid.
\end{flushleft}
University Circle to downtown, are helping other parts of Cleveland along its route and adding an estimated $6.3 billion in economic benefits to the community.\textsuperscript{123} This improvement to the areas along the BRT line is a positive by-product, not the primary reason for the BRT initiative.\textsuperscript{124}

\begin{enumerate}
  \item The College Has Adopted the City as Its Engaged Community, but Certain Areas Will Receive Higher Levels of Attention and Investment

  Because the City is both small in population and area, the College identifies the City as its engaged community. However, the efforts of the College are not focused to the same degree on the entire City.\textsuperscript{125} Put another way, the College’s level of intervention and support is not as high in all parts of the City. Instead it is focusing on the Campus Neighborhood, the Downtown Corridor, Connecting Corridor, and the Gateway Corridors, areas which are adjacent or which are viewed as having the most direct impact on the College’s well-being.\textsuperscript{126} This does not mean that the College has not or will not support efforts in other parts of the City, but they receive less priority and attention.

  For example, this focus can be seen in the City’s effort to rebuild its neighborhoods to make Albion more vibrant.\textsuperscript{127} A key issue in the neighborhoods is the aging housing stock, the


\textsuperscript{124} Wright, Hexter, and Downer, “Cleveland’s Greater University Circle Initiative: An Anchor Based Strategy for Change.”

\textsuperscript{125} Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees}.

\textsuperscript{126} Ibid.

\textsuperscript{127} “The City of Albion 2017 Comprehensive Plan.”

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nature of the existing housing, and the rates of vacancy. Some neighborhoods also face challenges from abandoned industrial facilities. In addition, there are concerns about the lack of quality senior housing. Based upon the housing study conducted by Zimmerman/Volk Associates, approximately 432 market and affordable-rate housing units could be absorbed into the downtown area by 2022. The units should introduce a variety of housing including apartments, townhouses, mixed-use developments. Because of the high level of vacancies and the fact that some of the new housing units will be in mixed-use facilities which currently do not have residents, the risks of displacement appear to be low, at least in the near term.

To address housing issues, the College is taking a leadership role by using its resources and leveraging the resources of affiliated actors within the College’s areas of interest for housing, that is, the Campus Neighborhood, the Downtown Corridor, and the Connecting Corridors. The majority of the City, by area, is outside of these areas of interest to the College.

The College is particularly concerned about attracting faculty and staff to live in Albion to enhance its residential college status. To that end, they have begun the Harrington Housing Initiative, funded by a 2016 gift from the Harrington Family, which will provide forgivable loans of up to $30,000 to faculty and staff who buy and renovate or build new

128 Ibid.
129 Ibid.
130 Ibid.
132 Ibid.
133 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson; Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees; French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
houses within walking distance of campus – primarily along the Connecting Corridors. This is a substantially larger incentive than other universities pay. For example, Widener University offers $5,000 to faculty and staff to live in Chester, Pennsylvania. Yale also provides a $30,000 incentive over 10 years, but in a pricier market where the average home price is $162,000 versus the City, where more than two thirds of available houses are listed for less than $100,000. The College is providing this incentive to help provide a safe and attractive Connecting Corridor, enhancing the flow of students to and from the Downtown Corridor while attracting staff and faculty to live in the City. It will help eliminate abandoned houses which have been the site of criminal activity. President Ditzler wants to create a neighborhood between the Main Campus and the Downtown Corridor with “the porch lights on” to make passage from campus to Downtown safer.

There are also efforts to increase living units in the Downtown Corridor. A local Albion College alumnus is undertaking a $1.2 million renovation of a historic building into mixed-use

136 Hodges and Dubb, The Road Half Traveled.
138 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
139 Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
140 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.

For neighborhoods outside of the College’s areas of interest in the City, the City cannot count on such strong support from the College or its affiliated actors, such as alumni. As a result, the City is seeking to find neighborhood groups which can serve as “ambassadors and champions” for their neighborhoods.\footnote{“The City of Albion 2017 Comprehensive Plan.”} In addition, the City will work with the Calhoun County Land Bank Authority\footnote{The Calhoun County Land Bank “collaborates closely with the Calhoun County Treasurer’s office to acquire, manage, and redevelop tax-reverted properties back into productive use.” \textit{Calhoun County Land Bank Authority} (Calhoun County, Michigan), accessed March 15, 2017, https://www.calhouncountymi.gov/government/treasurers_office/calhoun_county_land_bank_authority/} to address abandoned, nuisance houses.\footnote{“The City of Albion 2017 Comprehensive Plan.”}

Thus, while the College is engaging with the whole City, on the housing issue the College clearly has areas which are of greater importance which will receive more attention and investment from it and the people or groups affiliated with it.

\hspace{1cm} ii. The College’s Engagement Is in Response to an Existential Threat of the College’s Long-term Future
In the College’s case, there was an “existential threat” identified, albeit not a traumatic event, such as those that confronted Penn or Yale. Of course, the events at both Penn and Yale, the traumatic event did affect recruiting. Nonetheless, the threat to the College’s long-term survival arising from declining student enrollment and challenges to further fundraising moved the College to react and dramatically increase its interaction with the City.

In order for a school to succeed, it needs to be able to attract high-quality students to study at the campus. From a recruiting perspective, the college visit is a critical part of a student’s decision-making process. As President Ditzler says,

It is really hard to recruit students from a great distance to a town that’s struggling. When parents visit, they are looking for a place to stay, not only for the visit but they imagine coming back for Parents’ Day and Homecoming…. If they can’t see themselves enjoying the visit, it’s hard for them to get excited about it. It’s hard to get excited about going to college in a town where, when you visit you have to stay 15 miles away to get a hotel, and it’s hard to get excited if you can’t imagine a place to buy a pair of blue jeans if you need them.

Thus, for recruiting purposes, it is critical that the City be an inviting location which enhances the College’s campus and makes the College a desirable destination.

The second concern motivating the College to act, was its long-term financial viability. The Board of Trustees undertook

[a] study of preparedness of Albion [College] for another [capital] campaign…. [T]he firm…. did a great amount of research and came back and said, “Really you now have an issue because large donors are increasingly concerned about the condition of the town and the viability of the College as a result.” What I heard was you now have a strategic issue of the first order.

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147 Rodin, *The University and Urban Revival Out of the Ivory Tower and Into the Streets*; Hodges and Dubb, *The Road Half Traveled*.
148 Sheets, *Interview with J. Donald Sheets, Chairman Albion College Board of Trustees*.
149 Ditzler and Anderson, *Interview with Mauri Ditzler and Bob Anderson*.
150 Sheets, *Interview with J. Donald Sheets, Chairman Albion College Board of Trustees*.
This risk to the long-term viability was viewed as an existential threat to the College, which led the College to begin to actively engage with its community to help revitalize the City.\textsuperscript{151} The College, like Penn and Yale, chose to engage with its community for the benefit of both.

b. Partnership Programs and Goals

This key issue looks at the scope and goals of an institution’s intervention. For anchor institutions in the leadership category, Hodges and Dubb believe that they pursue “comprehensive neighborhood revitalization especially education, health and community development using both college and non-college assets.”\textsuperscript{152} Each of these will be discussed below to show how the College is demonstrating the leadership model.

i. The College is Providing Leadership and Resources for Improving Educational Opportunities for City Residents

The College is engaging on the question of educational opportunities for the residents of the City. This engagement is with the whole City because the whole City is affected by the opportunities and problems with education in the City. As an educational institution, it makes sense that the College would be concerned about the quality of education available in the City, and thus, be willing to provide leadership and resources in this area. Indeed, it is a moral obligation arising from its founding mission.\textsuperscript{153}

There are many actors in the educational arena. For example, the City’s Plan for education calls for (1) continued meetings between the City, the Marshall Public Schools, Albion

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\textsuperscript{151} Ibid. \\
\textsuperscript{152} Hodges and Dubb, \textit{The Road Half Traveled}. \\
\textsuperscript{153} Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees}.
\end{flushright}
College and the other school districts where Albion resident children attend school to assess and support a comprehensive post-annexation education strategy; (2) strengthening after-school and summer programs; (3) partnering with other school districts, the Recreation Department, the Public Library, neighborhood organizations, the College and others for extra-curricular educational opportunities; and (4) to use the College and other higher educational institutions to support college preparation and access. The College will be a leader on at least some of these issues.

One of the primary challenges with respect to education the City faces is the annexation of its school district with the Marshall Public School District, a neighboring city. The combination of loss of businesses and loss of population, and the resultant fall in real estate values all led to declines in real estate and income tax revenues, which reduced the ability of the City to maintain its infrastructure, including its public schools. City real estate tax revenues declined from approximately $4 million per year in 1997 to $1 million per year in 2014. The reduced revenues to support the Albion Public Schools coupled with the advent of Michigan School Choice, led to flight-by-choice from the schools which further reduced available funding. Neighboring school districts, anxious to get Albion students and the accompanying $7,000 per student allotment, sent buses into the City to pick up students and bring them to

155 French, “Tough Times Lead Very Different High Schools to Merge.”
156 French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
157 Krause, Tim Krause, Executive Director, Albion Community Foundation Interview in Albion, MI on January 26, 2017.
the other school districts.\textsuperscript{158} Albion Public Schools lost a larger percentage of its students to other school districts under Michigan’s school choice program than any other Michigan school district.\textsuperscript{159} Ultimately the Albion Public School District was annexed to the neighboring Marshall School District in 2015.\textsuperscript{160}

The annexation process created significant bad feeling and distrust in the community.\textsuperscript{161} The Albion and Marshall school districts had been long-time sports rivals “with racially, culturally and socioeconomically different student populations.”\textsuperscript{162} The decision to annex was fraught and has created some bad feelings and distrust in the community, with some believing the College was pushing for the annexation.\textsuperscript{163} As will be discussed later, this distrust of the College has carried over to some other revitalization efforts.

The quality of the public school educational opportunities also affects the College’s efforts to attract faculty and staff to live in the City. The College recognizes that for faculty and staff, the educational opportunities for their children will significantly affect the decision about where they live. The quality of a school district significantly affects the attractiveness of a community, especially, but not exclusively, for people expecting to have children in the school

\textsuperscript{158} French, “Tough Times Lead Very Different High Schools to Merge."
\textsuperscript{159} Ditzler and Anderson, \textit{Interview with Mauri Ditzler and Bob Anderson.}
\textsuperscript{160} French, “Tough Times Lead Very Different High Schools to Merge.”
\textsuperscript{161} Dunklin and Dunklin, \textit{Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017; Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.}
\textsuperscript{162} French, “Tough Times Lead Very Different High Schools to Merge.”
\textsuperscript{163} Dunklin and Dunklin, \textit{Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017; French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.}
Having poor school choices will make it less likely that new faculty and staff will want to live in the City. In addition, the school quality will also make the City less attractive to attract new businesses and to retain recent College graduates.

With Michigan’s School Choice, it is arguable that the quality of neighboring school districts to which parents can elect to send their children may mean that the quality of the Marshall School District which now includes the City of Albion is less important to choosing a community than it might otherwise be. However, most parents are unlikely to want to have to have younger children bused for any greater distance than is necessary. Although the Albion Public School District was annexed, Marshall Public School District has retained a K-5 elementary school in the City, Harrington School, which means that at least the youngest children do not have to ride a bus to Marshall, about 12 miles away. The fact that there is a K-5 elementary school in the City mitigates the concern over busing younger children, assuming it is a high-quality educational option.

The College recognizes that it has a moral obligation to the schools as part of its educational mission. It is supporting education with action by faculty and students in its Education Department as well as providing student volunteers acting as mentors and

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165 Ditzler and Anderson, *Interview with Mauri Ditzler and Bob Anderson*.
166 Sheets, *Interview with J. Donald Sheets, Chairman Albion College Board of Trustees*.
167 Dunklin and Dunklin, *Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017*. 

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Participants in extra-curricular activities.\textsuperscript{168} Moreover, opportunities for student and faculty involvement in the community can enrich the educational experience at the College, as has been demonstrated at other campuses, e.g., Widener University’s engagement in Chester, Pennsylvania.\textsuperscript{169} The College has recognized this and is working to promote these efforts through student teaching, internship and other opportunities for students.\textsuperscript{170}

In addition, the College began the Build Albion Fellows Scholarships, which are awarded to individuals who live in the City and attended the public high school (now the Marshall High School for the combined district), in return for a commitment to work in the community.\textsuperscript{171} The scholarships provide full tuition, room and board for four years.\textsuperscript{172} This program was adopted to help bring the College and the Albion community closer together by ensuring that local residents benefit both from an education at the College and from the service work that the

\textsuperscript{168} Harry Bonner and Sierra Stevens, \textit{Interview with Harry J. Bonner, Sr., Executive Director, Substance Abuse Prevention Services and Coalition, and Executive Director, Kids at Hope Youth Programs; and Sierra Stevens, Albion College Student and Tutor}, 2017.

\textsuperscript{169} Office of University Partnerships. Department of Housing and Urban Development, “Building Resiliency.”

\textsuperscript{170} Draudt, Laurel Draudt, Director, Carl A. Gerstacker Institute for Business and Management, \textit{In-Person Interview January 26, 2017, in Albion, MI}; McLean, Interview with Patrick McLean, Director, Ford Institute of Politics and Public Policy, Albion College; Dunklin and Dunklin, \textit{Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017}; French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, \textit{Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council}.


Build Albion Fellows perform. The program is not as sensitive to the needs of the Build Albion Fellows and may need some adjustment as it continues.

Thus, it is apparent that the College is actively participating in the education available to the residents of the City in a variety of ways. The College’s engagement in the local schools is a “work in progress,” but it is expected to continue in the future, although the specific initiatives may change. In this regard, the College is showing leadership.

ii. College Leadership on Community Health Initiatives

In Hodges and Dubb’s research, the communities adopted by the anchor institutions often had significant public health issues, including access to care. The institutions they studied normally used in-kind services such as using faculty and students to improve the community’s health, often from a medical, dental, or nursing school affiliated with the institution.

Health care access in the City is a problem, especially for people with limited transportation options, since the closure of the City’s only hospital in 2002. Unlike an institution like IUPUI which has medical, dental and nursing students and faculty able to provide “in-kind services to children and families within the community,” the College does not have similar resources at its disposal.

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173 Belkin, “To Save Themselves, Small Colleges Offer Lifeline to Their Hometowns”; “Albion Fellows Bridge the College and Community Gap.”
174 Marcy Sacks, Interview with Marcy Sacks, Professor of History, Albion College, 2017.
175 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
176 Hodges and Dubb, The Road Half Traveled.
177 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
178 Hodges and Dubb, The Road Half Traveled.
The College is trying to provide leadership on this issue using a different approach to address the healthcare access problem by filling the gap in available after-hours and urgent care. It is planning to attract a health care network to establish an urgent care clinic in the City by contracting to use the clinic to provide student healthcare.\textsuperscript{179} The College’s commitment of funding for student health services will provide a sufficient revenue stream to allow the clinic to operate in the City for the benefit of students and residents alike. This is an initiative attractive to the City,\textsuperscript{180} and negotiations are underway to get a clinic into the City.\textsuperscript{181} Thus, while the College is not addressing healthcare needs in the community with in-kind services like many large universities, it nonetheless is seeking to address this critical community need. The effort to use the College’s assets to address part of the health issue, the lack of after-hours care, is a sign that the College is seeking to lead while recognizing the resource limitations it faces.

iii. College Leadership and Convenership on Community Development

Another part of the Hodges and Dubb’s Partnership Programs and Goals for anchor institutions is a focus on community development, which includes economic development.\textsuperscript{182} As will be described below, this is an area which is currently getting a great deal of attention from the College to help create economic opportunities for residents of the City as well as

\textsuperscript{179} Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson; French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
\textsuperscript{180} Brown, Interview with Garrett Brown, Mayor City of Albion.
\textsuperscript{181} Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
\textsuperscript{182} Hodges and Dubb, The Road Half Traveled.
making the town into the iconic college town the College is seeking. However, this is an area where the actions and plans of the College fall into more than one type. As will be discussed in the following sections, the College is leading some activities by providing financing and other support, while at the same time it is acting as a “convener” seeking to build the capacity for other organizations such as the EDC and the Friends of the Bohm. President Ditzler describes the College’s engagement as opportunistic:

I don’t spend a lot of time thinking about what we ought to do…. What I try to do is listen to all the ideas that are coming…to see which make sense. The difference is the College can pick and choose which might be successful. Our role is to figure out which ideas have the best potential as opposed to creating all the ideas. When we hear an idea, what we can do is make it happen. And so maybe that is the secret, that as opposed to a model of we-are-a-college-we-are-the-idea-givers and someone in town should make this happen it’s their responsibility. Our approach is we have the tools to make this happen. And so, if someone has a really good idea in town, we can make it happen.183

While there are other key parties involved in revitalizing the Downtown Corridor, this is an area where the College is providing key leadership and support. In the more general efforts of business development, other parties are taking the lead with support from the College.

1. The College is Helping to Build Capacity to Keep and Attract Businesses to Albion

Revitalization of the City is dependent on recruiting and assisting business and industry to locate or remain in the area. It is a cornerstone of the City’s Plan because it is essential to providing jobs and revenues to the community to permit the achievement of many of the other goals of the Plan.184

183 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
From the College’s perspective, it is not primarily responsible for business development, but it is committed to supporting the City’s, the EDC’s and other party’s efforts to attract and retain jobs in a variety of ways. In fact, the College is helping to pay the new EDC’s Executive Director’s salary to ensure that they were able to hire a well-qualified person and to make the EDC as successful as it can be.\footnote{Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.} As will be described in more detail later, the College and its alumni are making substantial investments to support new businesses in the City.

Much of the work to attract and retain businesses to the Albion area is done by the EDC\footnote{“The City of Albion 2017 Comprehensive Plan.”} and its affiliates, the Brownfield Redevelopment Authority (“BRA”) and the Tax Increment Financing Agency (“TIFA”). The EDC and BRA boards include both Albion Mayor Garrett Brown and College President Ditzler.\footnote{“Albion Economic Development Corporation (EDC),” Albion Economic Development Corporation, accessed March 14, 2017, http://albionedc.org/corporate-profile/.} In addition, the EDC operates the Food Hub, which is seeking, among other things, to act as a business incubator for food-related businesses.\footnote{“Alum Is Cooking Up Opportunity,” The Albion College Pleiad Online, February 29, 2016, http://www.albionpleiad.com/2016/02/alum-is-cooking-up-opportunity/.}

In addition to the EDC there are other organizations which are taking an active role in working for the revitalization of the City. A brief description of the organizations which are College affiliates (not in the legal sense, but because they are involved primarily because they want to support the College).

- **Forks Associates.** A group of individuals, local businesses, Chemical Bank and the College, which raised $190,000 to acquire and stabilize abandoned buildings,
including those in the Downtown Corridor.\textsuperscript{189} The individual members of this group are mostly local business leaders and College alumni.\textsuperscript{190} This group formed in September 2012.\textsuperscript{191} It helps with the acquisition of many parcels which it or the Calhoun County Land Bank have held for future development. The Calhoun County Land Bank Authority has been working with the City, the College, Forks Associates, and other organizations to obtain and hold parcels for future development until definitive plans for the parcel can be developed.\textsuperscript{192} It contributed the land on which the Albion Courtyard by Marriott hotel is being built.\textsuperscript{193}

- **Albion Reinvestment Corporation (“ARC”).** A not-for-profit company created to acquire and hold properties, primarily in the College neighborhood and Downtown Corridor, for future development. It is supported by Albion College alumni. It was formed as a not-for-profit so that it could be available as a grant recipient if needed for a development.\textsuperscript{194} Most of the land held by Forks Associates was donated to ARC.\textsuperscript{195}

- **New Albion Impact Group.** An investment fund for investing in new business opportunities in the City including being an investor in Albion Malleable Brewing

\textsuperscript{189} Samuel Shaheen, “Delta Sigma Pi Professional” (Albion College, February 15, 2017).
\textsuperscript{190} Ibid.
\textsuperscript{191} Ibid.
\textsuperscript{192} Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
\textsuperscript{193} Ibid.
\textsuperscript{194} Ibid.
\textsuperscript{195} Andrew French, “Follow Up,” May 1, 2017.
Company, a microbrewery scheduled to open in the Downtown Corridor later in 2017. This is designed to fund investments which will be held for a long period of time and have low rates of return. Funds were raised primarily from Albion College alumni.

The EDC is seeking to attract new businesses, build workforce capabilities and revitalize the core business centers. The EDC’s TIFA operates in the Albion Business Park which has a manufacturing incubator site, which provides below market rent and other support to new businesses. The BRA is looking to remediate and redevelop abandoned or contaminated industrial and commercial sites, usually by seeking state funds to support the remediation.

Workforce development is essential to business development. The College has provided space in its Ludington Conference Center (the “Ludington Center”) on Superior Street to house the Michigan Works! office in Albion. Michigan Works! is “the first statewide, unified workforce development system in the country.” Other key players in workforce development are Kellogg Community College, which provides education and job training at its

197 Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
199 “The City of Albion 2017 Comprehensive Plan.”
200 Ibid.
201 “Albion Economic Development Corporation (EDC).”
202 See discussion later on issues related to workforce readiness.
As a liberal arts four-year college, the College is not in a position to provide practical job skills training in most areas. The College is supportive but is not a leader in the work force development efforts.

Of course, the College is also a potential source of educated employees, if there are businesses, government or other organizations that can use the skills of those students. As part of the College curriculum, in particular the Carl A. Gerstacker Institute for Business and Management and the Gerald R. Ford Institute for Leadership in Public Policy and Service, many students have internships at local businesses, local nonprofits, and local government agencies. The internships provide both practical training for the students and additional support for local entities. Possibly, internships could lead to post-graduation employment. Among other places, students have been interns for the City Manager, the Friends of the Bohm, Caster Concepts, and the EDC.

One unique opportunity for business development comes from the College’s plan to expand its Nancy G. Held Equestrian Center to make it suitable for holding a wide variety of horse shows, with the expectation that this will bring visitors, especially in the summer months.

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206 Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan.
207 Nancy Doyal, Interview with Nancy Doyal, Executive Director Friends of the Bohm Theater on March 6, 2017, 2017.
208 Draudt, Laurel Draudt, Director, Carl A. Gerstacker Institute for Business and Management, In-Person Interview January 26, 2017, in Albion, MI.
209 Deprez and Kent, Interview with Amy Deprez, President & CEO, and Neely Kent, Office Manager, for the Albion Economic Development Corporation.
when the College is not in session.\textsuperscript{211} The Held Center is currently the largest indoor riding ring in the U.S.\textsuperscript{212} It is expected to be able to attract a range of horse shows throughout the year.\textsuperscript{213} This is expected to help provide more guests for the new Courtyard by Marriott hotel located in the Downtown Corridor.\textsuperscript{214}

The College is not providing leadership on the reuse and redevelopment of the brownfield sites within the City. This is left to the BRA. To be clear, the College does not oppose the redevelopment of those sites because they represent eyesores which keep the City from being as attractive as it might be. However, most of the brownfield sites are located outside of the areas where the College is focusing its redevelopment efforts. In addition, the types of businesses which are likely to be attracted to reusing the brownfield sites are not the types of businesses compatible with the iconic college town image the College is seeking to develop.

With respect to general business development activities in the City, the College is cooperating with the City and other organizations to support existing businesses and to attract additional businesses. It is also working to help build capacity in those areas. It appears that it is acting as a convener in this arena.

\textsuperscript{211} White, \textit{Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017}; Ditzler and Anderson, \textit{Interview with Mauri Ditzler and Bob Anderson}; Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees}.

\textsuperscript{212} “New Albion College Equestrian Center among Largest in Nation.”

\textsuperscript{213} White, \textit{Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017}.

\textsuperscript{214} Ibid.; Shaheen, \textit{Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development}. 
2. Remaking Superior Street as a College Town Main Street

a. Background on Downtown Initiatives and Assets

For the College, as well as the City, revitalization of the Downtown Corridor is a high priority. The City believes that revitalization in the downtown can help create momentum which it hopes will carry over to the rest of the City.\textsuperscript{215} As will be explained further in this section, the Downtown Corridor is a key for the long-term success of the College, especially for student recruiting, so the College has been acting as a leader to move this effort forward more quickly.

One of the assets the City has is that it is one of the few historic downtown districts in Michigan which still has a brick-paved street. This attractive street is scheduled to be re-bricked in 2017.\textsuperscript{216} The project will narrow the road from 4 to 3 lanes and will add both bicycle lanes and pedestrian bump outs, which will make the Downtown Corridor more attractive.\textsuperscript{217} There are many historic buildings still in place, which will allow it to retain the look of an iconic Midwestern small town. The Downtown Corridor also has the Kalamazoo River flowing through the center of the City, which is a visual asset as well as providing possibilities for recreation, which will be discussed later.

The College believes that having a true college town will help with recruiting students, faculty and staff as well as helping to keep alumni connected to the College. As explained in a

\textsuperscript{215} "The City of Albion 2017 Comprehensive Plan."
\textsuperscript{216} Ibid.
\textsuperscript{217} "MDOT to Reconstruct M-99 in Albion."
presentation to the College Board of Trustees Executive Committee in 2013, the College believes:

True college towns are places where the identity of the city is both shaped by and complementary to the presence of its university, creating an environment enjoyable to all residents, whether they are enrolled in classes or not. They're true melting pots where young minds meet old traditions, and political, social and cultural ideas of all kinds are welcomed.

This means having an attractive Downtown Corridor which is a “vibrant, people-centered place[] to live, work, and play” can “catalyz[e] reinvestment, creat[e]jobs, and foster[] pride of place.” This is the theory behind the National Historic Preservation Trust’s Main Streets Organization (“MSO”), which has been supporting communities’ efforts to revitalize by focusing on the main street for decades. MSO believes that using the assets of a community (physical, social, economic and cultural) that make a town unique can lead to benefits for the entire community. The MSO Approach has three integrated components: “community vision and market understanding, transformation strategy..., and impact and measurement.” This Main Street approach informs the actions of many participants with respect to the Superior Street renewal efforts, so it makes sense to explain it more detail.

The community vision and market understanding requires determining the community’s interest and the potential for the area. This includes getting the community’s input on the

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218 Shaheen, “Delta Sigma Pi Professional”; Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
220 “The Main Street Approach - Main Street America.”
221 Ibid.
222 Ibid.
223 Ibid.
efforts because having the community support for the downtown revitalization efforts will lead to a sustainable and durable recovery. In this way, the leaders can determine whether to focus on arts, locally owned businesses, minority-owned business support or other goals or combination of goals to make the revitalization a unique vision for the community.

The MSO initiative has been using the Four Points to guide the transformation: Economic Vitality, Design, Promotion, and Organization. In the case of the College’s efforts in the City, there are examples of each. Economic vitality involves creating an environment for businesses to locate and operate in the downtown zone and to use the cultural and historic assets there in support of their businesses. The Courtyard by Marriott hotel and the Ludington Center both advance these goals. Downtown residential development is also recommended. The Peabody Block redevelopment demonstrates this effort. Design includes adaptive reuse of historic storefronts, renovation of key buildings, maintaining good pedestrian access, and public art installations in unexpected locations. The Ludington Center’s renovation of the five storefronts shows the College is following this principle. Promotion is the positioning of the downtown area as the primary hub for business and cultural activity in a way that promotes the special character of that area. It can come in many forms such as being the

\[\text{225 “The Main Street Approach - Main Street America.”}\]
\[\text{226 Ibid.}\]
\[\text{227 Ibid.}\]
\[\text{228 See Section 5.a.i. for a discussion of residential development on Superior Street.}\]
\[\text{229 Deprez, “Albion Economic Development Corporation Anticipates Strong 2017.”}\]
\[\text{230 “The Main Street Approach - Main Street America.”}\]
\[\text{231 Ibid.}\]
location for festivals and activities. The College’s use of the Bohm Theater and the Ludington Center for College-sponsored events are examples of this prong. Finally, “[a] strong organizational foundation is key for a sustainable Main Street revitalization effort.” This can take many forms including a downtown district association.

The last step is the impact and measurement. Demonstrating the completion and the impact of activities will lead to support for additional actions. The measurement must include the projects undertaken and completed, the new businesses attracted, jobs created or maintained, so as to demonstrate that the resources have been well spent.

While the MSO believes that main street development benefits the community as a whole, there are concerns about historic main street developments because where they exist, in tourist and college towns, the main street is often “a luxury experience.” Such main streets require shoppers “who don’t really care about low prices. The vision may be populist, but the reality is elitist.” In that way, the development of these historic main streets may not benefit the community equally. However, there is broad support throughout the community.

232 Ibid.
233 Ibid.
234 Ibid.
235 Ibid.
236 Ibid.
237 Ibid.
239 Ibid.
240 In other locations, gentrification and displacement are also raised as concerns, but with the decrease in population and the quantity of unoccupied or abandoned buildings, displacement is not currently a concern in the City.
241 Lenn Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017, 2017.
Other initiatives underway will help support the Downtown Corridor revitalization. For example, the Redevelopment Ready Community© (“RRC”) process and zoning changes discussed later\(^\text{242}\) are supporting it as well by providing more flexibility in uses and more efficient permitting.\(^\text{243}\) In addition to the City and the College, other groups have embraced the importance of these efforts including the EDC,\(^\text{244}\) Friends of the Bohm,\(^\text{245}\) the Albion Chamber of Commerce,\(^\text{246}\) which runs the Festival of the Forks,\(^\text{247}\) the Albion Community Foundation\(^\text{248}\) which has supported the Bohm and other efforts and events,\(^\text{249}\) the Forks Initiative,\(^\text{250}\) Albion-alumni-backed investing groups or individuals which are investing in residential, the hotel and

\(^{242}\) See Section 5.b.

\(^{243}\) “The City of Albion 2017 Comprehensive Plan.”

\(^{244}\) Deprez and Kent, Interview with Amy Deprez, President & CEO, and Neely Kent, Office Manager, for the Albion Economic Development Corporation.

\(^{245}\) Doyal, Interview with Nancy Doyal, Executive Director Friends of the Bohm Theater on March 6, 2017.

\(^{246}\) Robertson, Interview with Amy Robertson, Executive Director, Albion Chamber of Commerce, in Albion, MI on January 27, 2017. The Albion Chamber of Commerce is involved in helping existing businesses in the greater Albion area

\(^{247}\) Ibid.

\(^{248}\) Krause, Tim Krause, Executive Director, Albion Community Foundation Interview in Albion, MI on January 26, 2017. The Albion Community Foundation has an endowment of approximately $4.7 million and makes grants to support a variety of charitable activities in the City. It has provided grant money to help support the Friends of the Bohm, the Food Hub and other redevelopment activities. In addition, it supports a variety of community organizations organize and present different events.

\(^{249}\) Ibid.

\(^{250}\) Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
the microbrewery projects.\textsuperscript{251} Other community leaders also support the revitalization efforts.\textsuperscript{252}

3. The College is Providing Leadership with Key Downtown Corridor Projects

The College is making a significant investment to revitalize Superior Street to lead the Downtown Corridor redevelopment. This reflects both the importance of this effort to the College and the fact that it has financial and alumni resources which it could deploy to help jump-start the redevelopment.

In 2016, the College opened the $2.5 million Ludington Center which reused five restored storefronts.\textsuperscript{253} The Ludington Center provides classroom space for College and lifelong learning classes, meeting and display space for community and College activities, the College Career Center, and office space for Michigan Works! This new meeting space is a critical space for the community, including the City, to use for internal meetings and meetings with outside organizations.\textsuperscript{254} The College views this as a commitment to the community and a

\textsuperscript{251} Dobbins, Interview with William Dobbins, President, Caster Concepts, in Albion, MI, on January 27, 2017; Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development; Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees; Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.

\textsuperscript{252} Dunklin and Dunklin, Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017; Bonner and Stevens, Interview with Harry J. Bonner, Sr., Executive Director, Substance Abuse Prevention Services and Coalition, and Executive Director, Kids at Hope Youth Programs; and Sierra Stevens, Albion College Student and Tutor; Dobbins, Interview with William Dobbins, President, Caster Concepts, in Albion, MI, on January 27, 2017.

\textsuperscript{253} “Ludington Center Opens a New Space for Students and Locals to Collaborate.”

\textsuperscript{254} Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan.
way to bridge the cultural distance between the College and the rest of the community by providing a more neutral location to interact with the College community, because many City residents have never set foot on the campus. It is also scheduling classes for students at the Ludington Center to encourage students to come into the Downtown Corridor.

This is a technique which other anchor institutions have used to bridge town-gown chasms. For example, Syracuse built a

new academic hub—dubbed simply “The Warehouse”—has become a beautiful home for the university’s design programs, arts journalism, and the School of Architecture’s UPSTATE Center (an interdisciplinary center for design, research, and real estate), with ample additional space for community activities, an art gallery, and a café.

This has served as an anchor for its revitalization efforts in its engaged community. Trinity College built its Trinity Center for Community Engagement to encourage greater interaction in a more neutral space.

The Ludington Center reflects a significant change in the official attitude that the College had toward the Downtown Corridor. For many years, during new student orientation, the

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255 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson; Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
256 Maggie LaNoue, Interview with Maggie, LaNoue, President, Albion Design & Marketing, 2017; Belkin, “To Save Themselves, Small Colleges Offer Lifeline to Their Hometowns.”
257 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
259 Ibid.
College warned students against going into the Downtown area because it was dangerous.\textsuperscript{261} Now, the College is seeking to encourage students to come into the Downtown Corridor by scheduling classes and events at the Ludington Center and the Bohm Theater.\textsuperscript{262} This includes providing students free movies at the Bohm Theater.\textsuperscript{263} In addition, to help students going to or coming from official activities in the Downtown Corridor, Campus Security provides rides to students, and it is considering establishing a shuttle service.\textsuperscript{264}

The Courtyard by Marriott hotel currently under construction on Superior Street is another key to revitalizing the Downtown Corridor.\textsuperscript{265} The community does not currently have a nice hotel to accommodate visitors to the City. This has been a problem for prospective students and parents visiting the College, and President Ditzler believes that it has adversely impacted students’ decisions to apply to the College.\textsuperscript{266} The general contractor and the hotel operator are both led by College alumni.\textsuperscript{267} The hotel is being built by a group of investors. The College has loaned the project $4 million in a convertible loan.\textsuperscript{268}

The expectation is that the hotel will attract visitors who will spend money at restaurants and shops in the City, thus supporting other economic development. The College’s

\textsuperscript{261} French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.

\textsuperscript{262} Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.

\textsuperscript{263} Ibid.

\textsuperscript{264} Ibid.


\textsuperscript{266} Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.

\textsuperscript{267} Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.

\textsuperscript{268} Ibid.
Held Equestrian Center is also expected to be an added tourist attraction which will bring guests to the hotel and other businesses, especially filling in the gap in the summer when the College is not in session. In addition, one of the local pastors has begun training local residents for hotel work to try and ensure that the jobs which are created will be filled locally.

Superior Street will also have a microbrewery opening later this year, the Albion Malleable Brewing Company. Named for the historic Albion foundry, the brewery is being opened by a College physics professor and two alumni and is funded in part by the New Albion Impact Group.

As mentioned in the housing discussion, there is also a mixed-use redevelopment currently occurring of the Peabody Block by another College alumnus.

Overall, the College is taking a leadership role in advancing the Downtown Corridor revitalization through direct investment and the actions of alumni. This supports my hypothesis that the College is acting in the leadership mode.

4. The College Is Also Supporting the Efforts of Others in Revitalizing the Downtown Corridor

As was noted previously, the demarcation between leadership and convener modes is not always clear; an anchor institution may also be acting in a manner consistent with more than one category at any one time. In the Downtown Corridor, that is true for the College; it is

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269 White, Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017.
271 “Albion’s First Microbrewery on Its Way.”
272 Ibid.
acting as a convener anchor institution by helping build the capacity of other organizations to assist with their projects.

The Bohm Theater renovation has been cited as a catalyst for change. It was the first major project completed in the Downtown Corridor. Faced with the possible demolition of the Bohm due to serious deterioration of the building, the community rallied. First, the building was stabilized. The Friends of the Bohm Theater then raised the money through a combination of grants, gifts and individual contributions to complete a $4 million renovation of the theater. The College made a significant financial contribution toward the community-led renovation.

Had the Friends of the Bohm been unsuccessful, there would have been a large gap in the Downtown Corridor facades which would have significantly detracted from the historic character of Superior Street. Instead, because of community-led action, the City now has a gem which serves as a movie theater, a live music venue, and a place for speakers and other events. The Blues at the Bohm has become a very popular attraction, providing live bands playing to sellout crowds on a regular basis. In addition, the College has agreed to contribute

275 Lawrence, Bringing Back the Bohm.
276 Doyal, Interview with Nancy Doyal, Executive Director Friends of the Bohm Theater on March 6, 2017.
277 Ibid.
278 Lawrence, Bringing Back the Bohm.
279 Doyal, Interview with Nancy Doyal, Executive Director Friends of the Bohm Theater on March 6, 2017.
280 Ibid.
a portion of the Student Activity Fee to the Bohm Theater in return for allowing College students to attend movies for free, thus providing both a foundation to the theater’s operating budget and enticing students to leave campus to come to the Downtown Corridor. The renovation was so successful, it has now added a second screen in a neighboring storefront which was funded in part by a Patronicity public crowd-sourced funding campaign. People in town are supporting the Bohm by seeing movies there rather than in neighboring communities, and by attending the very popular concerts. The College assisted, but the renovation was brought about by other community members.

The Food Hub, run by the EDC, is also located in the Downtown Corridor. It has a commercial kitchen on East Erie Street near South Superior Street, which it wants to be an incubator for new food-related businesses. In addition, the Food Hub runs a year-around Farmers’ Market in the Downtown Corridor to both provide a place to connect producers and consumers and to draw visitors. The Food Hub’s aggregation and exchange function allows for local restaurants, hospitals and schools to purchase locally produced food; this includes

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281 Ibid.; Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
283 Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017.
284 Ibid.; Krause, Tim Krause, Executive Director, Albion Community Foundation Interview in Albion, MI on January 26, 2017.
286 Ibid.
the College’s food service contractor, Bon Appetit, which seeks to source its ingredients locally.\textsuperscript{288}

Another encouraging sign that occurred this year is that the long-time bookstore was sold to new, local owners who are going to renovate the space to make it more up-to-date.\textsuperscript{289} This seems to point toward momentum in the Downtown Corridor resulting from the opening of the Ludington Center and construction of the Courtyard by Marriott hotel because the new owners believe that there will be more customers coming and are willing to put their own money at risk. They are seeking to fill a gap by operating a coffee bar and bookstore like those found in other downtown districts.\textsuperscript{290}

The community members I interviewed all seemed excited about the visible signs of activities on Superior Street. They agree improving the Downtown Corridor will be a good first step toward revitalization – hopefully creating momentum for other improvements in the Downtown Corridor and the City as a whole. “Most people recognize that we have to focus first on downtown, the Downtown Corridor.”\textsuperscript{291}

While there has been progress, there is still work to do. There are a substantial number of vacant storefronts. There is still a need for more restaurants in the Downtown Corridor; to


\textsuperscript{290} French, \textit{Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council}.

\textsuperscript{291} Mitchell, \textit{Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan}. 
be attractive to young people, families, retirees and visitors, there needs be a vibrant
downtown. The hope is that once the Courtyard by Marriott hotel is open, it will help draw
other businesses. The College is supporting a Main Street initiative as both a “leader” and a
“convener” because it is a cornerstone of the community revitalization.

5. The College is Acting as a Convener for Other Community Development Activities

a. Expanding Parks and Recreational Opportunities

A key part of an attractive and livable city is having parks and recreation. This is an area
where the City and others are providing leadership, but the College is working with them to
help support the efforts and to build capacity. This is because while the City and the College
have overlapping interests in having quality parks, the College’s primary interest is in having the
parks in and around the Campus, the Downtown Corridor, Connecting Corridors and the
Gateway Corridors is higher.

The City is fortunate to have a nearly 100 acres of parks and trails, including parks along
the Kalamazoo River. These are significant assets to the City’s revitalization efforts. The
presence of well-maintained parks enhances a community for the residents as well as making it
appealing to visitors, who may spend money during a visit. The City adopted a Master Plan

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293 Ibid.
294 Anna Read et al., “Asset-Based Economic Development: Building Sustainable Small and Rural Communities” (ICMA Center for Sustainable Communities, November 6, 2012), http://icma.org/en/results/sustainable_communities/resources/blogpost/901/AssetBased_Economic_Development_and_Building_Sustainable_Rural_Communities.
2016-2020 for the parks. The City has undertaken some renovation of its parks including Victory Park, its largest park, and Holland Park. Recently, the City and College jointly applied for and received a grant to create “a hub for several regional trail networks, including the Iron Belle Trail, the Great Lake-to-Lake Trail and the North Country National Scenic Trail (“NCNST”), the latter of which is the longest scenic hiking trail in the United States.” The College has provided Ford Institute interns to the City Manager to help build the City’s capacity. The idea of linking the trails was developed by one of the interns, Danielle Nelson, who prepared the grant application. The City is also interested in being designated a “Trail Town” on the NCSNT which informs hikers about amenities and attractions in the City, encouraging them to spend money in stores and use ATMs. The City is also looking to join with other communities to create a 120 mile water trail on the Kalamazoo River which is being developed by the Southcentral Michigan Planning Council and the Pottawatomi Resource Conservation and Development Council to better use the river.

298 McLean, Interview with Patrick McLean, Director, Ford Institute of Politics and Public Policy, Albion College.
299 Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan.
300 “The City of Albion 2017 Comprehensive Plan.”
301 Ibid.
In addition, during the recent Holland Park renovation, which is in a lower-income neighborhood not near the Campus, College students provided part of the volunteer labor to install the new playground equipment. For the areas of parks and recreation, the City will be the leader, but the College is interesting in enhancing the City’s capacity to act in this space.

b. Re-thinking Zoning for a New Albion

As part of the efforts to developing the community, it has become obvious that the Albion zoning regulations are too complex for the City’s current conditions. The City has conditions where the current land use is inconsistent with the existing zoning and cases where previous zoning decisions are creating hardships on the current owners.

The City is seeking to become certified by the Michigan Economic Development Corporation as a certified Redevelopment Ready Community® (“RRC”) to enhance “business attraction and retention, offer superior customer service, and have a streamlined development approval process making pertinent information available around-the clock for anyone around the world to view.” This is expected to make the City more attractive to new businesses by ensuring clear and efficient approval processes. The City has been selected by the Congress for the New Urbanism and the Michigan Municipal League to receive support in reviewing its

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302 Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017.
303 Tracy, Interview with John Tracy on January 31, 2017, in Albion, MI.
304 “The City of Albion 2017 Comprehensive Plan.”
305 Ibid.
zoning.\textsuperscript{307} In addition, the RRC process requires an update of the zoning.\textsuperscript{308} Zoning changes will help with economic development efforts.\textsuperscript{309} The College has been helping build capacity by helping to fund a consultant and providing a student intern who has been helping the City with both the RRC and rezoning process.\textsuperscript{310}

\begin{flushright}
\textbf{c. Institutional Support and Leadership}
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Hodges and Dubb use this facet to examine the nature of an institution’s support for and leadership on revitalization efforts. This facet focuses on the anchor institution itself, looking at how the institution treats the anchor institution engagement within the College and how it is projected into the community. As would be expected, the “leadership” role anticipates that there is strong leadership from the institution on revitalization initiatives.\textsuperscript{311} This often arises from the fact that the institution is committing significant resources to the effort and wants to be sure that they are well used as stewards of these resources entrusted to the College, this is a fulfillment of the donors’ expectations.

However, the desire to lead can arise from the belief that as a college or university, it is full of very smart people, many of whom may have expertise in relevant fields including urban planning or economics. Put another way, “[o]ur inherited ideas emphasize a one-way process of transferring knowledge and technology from the university (as the source of expertise) to its

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\textsuperscript{307} “The City of Albion 2017 Comprehensive Plan.”
\textsuperscript{308} Michigan Economic Development Corporation, “Community Development and Assistance.”
\textsuperscript{309} Tracy, Interview with John Tracy on January 31, 2017, in Albion, MI.
\textsuperscript{310} Nelson, Interview with Danielle Nelson on February 21, 2017 via Telephone.
\textsuperscript{311} Hodges and Dubb, The Road Half Traveled.
key constituents.” As Harry Boyte puts it in a study for the Kettering Foundation, “[t]hose of us in research universities are all too familiar with the posture of ‘the best and the brightest,’ bringing solutions to those viewed as ignorant, passive, needy, and pitiable.” As a result, there is a natural assumption at the anchor institutions that they know more than the community with which they are engaging.

There are dangers in these assumptions. First, the people living in the community may have a clearer understanding of the needs and wants of the community. Second, it will discourage resident participation because it will become obvious that the institution will do what it thinks best for the community, without regard for what the residents think. Worse, it may be perceived by the residents that the initiative is merely a cover to allow the institution to do what is best for itself, while being able to claim it has engaged in a consultative process. For example, in Cincinnati, the consultation process was viewed as a “conduit for institutional goals.” In that case, the University of Cincinnati’s organization, the Uptown Consortium, would “set the agenda and consult with the community only moments before implementation.” Finally, if the proposal is embraced by the community, it is much more likely to be supported and embraced.

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314 Cantor, Englot, and Higgins, “Making the Work of Anchor Institutions Stick.”
315 Ibid.
316 Hodges and Dubb, The Road Half Traveled.
317 Ibid.
318 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
Another aspect of this facet looks on whether the anchor institution’s participation in the selected community is narrow, through specific designated programs, or whether it engages a broader range of the college community: administration, faculty and students. The latter is desirable for several reasons. First, it will tap into a wider range of talent and human and other resources for the community. The range of parties in the community with which the institution can interact will increase significantly. Second, making engagement a part of the curriculum, approved research topic, or expectation of student life, will enrich the student experience and faculty satisfaction. Service learning enhances the students’ education by offering practical opportunities for students to prepare for the world they will enter. Moreover, broad institutional involvement increases the likelihood initiatives will endure since the sources of support are decentralized and not as dependent on decisions of a single person.

The College has strong administration support for the community revitalization efforts. The need to more actively engage with the community for the good of both the College and the City was clearly identified by the Board of Trustees around 2010. The decision influenced the rethinking of the College’s capital plan. It also drove the search for a new president – the

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319 Cantor, Englot, and Higgins, “Making the Work of Anchor Institutions Stick.”
321 Cantor, Englot, and Higgins, “Making the Work of Anchor Institutions Stick.”
322 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
323 Ibid.; Shaheen, Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development.
Board only wanted experienced college presidents who had previous experience with community engagement and who believed passionately in the need for engagement with the City. President Ditzler meets this definition based upon his prior work at Monmouth College in Illinois. From his first days as President, he has been an active and visible member of the community.

The overall College leadership has changed since President Ditzler arrived – all but one of his senior staff is new. As Jerry White, the Chief Financial Officer of the College put it, “What was a major contributor for each of them coming? They all bought into the vision.” The senior leadership team is energized by the community engagement initiatives. Because the President is busy and has a broad range of obligations, he has appointed an assistant, Professor Andrew French, to be the primary point person for community engagement issues. President Ditzler is bringing a sense of idealism and is seeking collaboration which people are hoping will flow into the institution.

This effort is also included in the Albion College Strategic Plan. One of the four pillars is “Forge Sustainable Local Partnerships and Global Collaborations” which provides:

324 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
325 Ibid.
326 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson; Dunklin and Dunklin, Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017; Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017; Brown, Interview with Garrett Brown, Mayor City of Albion.
327 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
328 White, Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017.
329 Ibid.
330 Sacks, Interview with Marcy Sacks, Professor of History, Albion College.
Albion College will build and strengthen partnerships with its host community and around the world that help solve urgent local and global social issues. We will address the pressing economic, educational, and environmental needs in our community through curricular and co-curricular programs that encourage our students to apply the problem-solving skills at the core of the liberal arts and through experiences, research, and service that build the intercultural capacity of students, faculty, and staff. Albion will be nationally recognized for creative, sustainable partnerships that mutually improve the quality of life for both citizens and students.  

As a result, the College is also trying to encourage other members of its staff and student body to be engaged in the community. Many, particularly those who live in town, have traditionally been active in the town. In addition, students perform service within the community including helping to build or rehabilitate parks. However, this remains a work in progress. The belief that the College knows what is best coupled with a lack of understanding of community needs has not been eliminated.

For the College, service learning has been a part of the curriculum for decades. Through its Education Department’s student teaching, the Gerstacker Institute’s business internships, and the Ford Institutions’ public service internships, the College has engaged its students in local schools as well as businesses and government in the community and elsewhere.

332 Sacks, Interview with Marcy Sacks, Professor of History, Albion College.
333 Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017.
334 Sacks, Interview with Marcy Sacks, Professor of History, Albion College.
335 Dunklin and Dunklin, Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017.
336 Draudt, Laurel Draudt, Director, Carl A. Gerstacker Institute for Business and Management, In-Person Interview January 26, 2017, in Albion, MI.
337 McLean, Interview with Patrick McLean, Director, Ford Institute of Politics and Public Policy, Albion College.
The College is meeting the expectations for an anchor institution in the leadership classification with respect to institutional support and leadership by providing leadership for community engagement from the highest levels of the institution as well as by encouraging it throughout the institution.

d. Funding and Resources

For this criterion, Hodges and Dubb conducted an evaluation of available resources, budget commitments, sources of funds, and the ability of the institution to leverage its funds to raise other funds such as grants or loans.\(^{338}\) Obviously having money and being able to use it wisely allows for greater community impacts.

The College is not as wealthy as many of the large research universities in larger cities, but it does have resources which it is applying to revitalizing the community. It is currently spending at a higher-than-normal level of its endowment funds, or “deficit spending,” to help front-end-load some redevelopment efforts.\(^{339}\) This can be seen with its investment in the Ludington Center, the Courtyard by Marriott hotel, and the Harrington Housing initiative. The College is also working to obtain government and foundation grants or working with government programs to carry the work forward.\(^{340}\)

\(^{338}\) Hodges and Dubb, *The Road Half Traveled*.
\(^{339}\) Sheets, *Interview with J. Donald Sheets, Chairman Albion College Board of Trustees*; French, *Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council*.
\(^{340}\) White, *Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017*. 

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Even more importantly, the College is tapping alumni to help attract expertise and funds to address different challenges. As mentioned previously, the hotel project general contractor and the hotel management company are both led by College alumni.\footnote{Shaheen, \textit{Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development}; Robbie Feinberg, “With a Hotel Project from a Surgeon, Albion Looks to Rebuild Its Downtown,” accessed March 14, 2017, http://wmuk.org/post/hotel-project-surgeon-albion-looks-rebuild-its-downtown.} An alumnus with connections to Churchill Downs Race Track and an alumnus retired from the Kroger Company, a grocery store chain, have also been asked to help with the Held Equestrian Center expansion and to help address the lack of a low cost, quality grocery store in the City, respectively.\footnote{White, \textit{Interview with Jerry White, Vice President Business Operations, Albion College, in Albion, MI, January 27, 2017}; Ditzler and Anderson, \textit{Interview with Mauri Ditzler and Bob Anderson}.}

While the College is currently acting as a leader in this category, and it can be expected to continue to spend money to support engagement initiatives, it cannot continue spending at the same rate.\footnote{Sheets, \textit{Interview with J. Donald Sheets, Chairman Albion College Board of Trustees}; French, \textit{Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council}.} Instead, it expects to work as a convener in the long-term, helping to build local capacity, encourage further alumni and local investment and provide alumni or faculty expertise where possible. Thus, this is one area where the College clearly wants to transition from “leader” to “convener.”
e. Principles of Economic Inclusion

The use of financial resources such as buying power and the choice of economic development strategies also demonstrate the type of involvement by an anchor institution. The economic development strategies are discussed in more detail later.

Committing to try to buy local where possible helps keep money in the community. In a larger city, there are a broader range of goods and services available to allow more money to recirculate through the community. In Cleveland, CWRU, University Hospitals and the Cleveland Clinic have used this buying power, $392.8 million in 2014, to build up businesses involved in sterilizing medical equipment, developing a medical supply warehouse, and supporting urban farming to supply fresh vegetables and herbs to their cafeterias.344

While the College does not have the same buying power or selection (its total expense budget was only $80 million in 2014)345 it is seeking to purchase locally by having Bon Appetit, its food service contractor, seek to source produce locally through the Food Hub’s Farmers’ Market, putting more money into the hands of local farmers.346

The Farmers’ Market is helping to address the City’s food access issue by providing access to fresh foods in the Downtown Corridor. The City is a food desert in three of its four census tracts.347 This is because there is only one grocery store in the City, Family Fare, located

344 Wright, Hexter, and Downer, “Cleveland’s Greater University Circle Initiative: An Anchor Based Strategy for Change.”
345 “Albion College Form 990.”
346 Albion Community Foundation, “Bon Appétit at Albion College: Healthy Food from Local Farms.”
347 Krause, Tim Krause, Executive Director, Albion Community Foundation Interview in Albion, MI on January 26, 2017.
near Exit 124 in the Austin Avenue Corridor in the north of the City. The community has no transit within the town; some residents have issues with getting to the store. In addition, the perception is that because Family Fare is the only store, food prices are high.\(^{348}\)

The College is also supporting the City’s efforts to address the issue of how to attract a lower-cost grocery store into the City by engaging a College alumnus who is a retired Kroger grocery store executive to collaborate with the Mayor on this issue.\(^{349}\)

The College also tries to use the local lumberyard for building supplies when possible, and would be willing to commit to buy supplies from a local hardware store if one were to open in the City.\(^{350}\) As discussed earlier, the effort of the College to use student health fees to bring an urgent care center to the City to meet the gap in after-hours health services is another effort to use an innovative purchasing practice to enhance the community.\(^{351}\)

The College is conscious of the importance of local purchasing and is seeking opportunities to do so. By its actions, the College is exhibiting leadership characteristics with respect to the principles of economic inclusion.

\(f.\) Nature of Community Relationships

This dimension looks at how the institution and its community interact with respect to identifying and directing initiatives. It looks at who will implement and receive credit for the efforts. In the leadership model, it obvious that the institution is at the forefront, presenting


\(^{349}\) Ditzler and Anderson, *Interview with Mauri Ditzler and Bob Anderson*.

\(^{350}\) French, “Follow Up.”

\(^{351}\) Ditzler and Anderson, *Interview with Mauri Ditzler and Bob Anderson*. 
the agenda, presenting the initiatives to the community, using its staff and taking credit for the initiatives through branding. The College is currently in a leadership role in many respects because it has a vision for what it wants and the resources to make it happen, unlike other actors in the community. The College’s activities include those of alumni. At this time, its staff and student interns are also involved in advancing the College’s initiatives.

However, like a convener, the College is interested in building the capability of the City and other entities to lead. As was discussed with respect to economic development, others are leading and setting the agenda, but the College is seeking to help build capacity. Thus, particularly with the Ford and Gerstacker Institute interns and the AmeriCorps VISTA participants, the College is there to provide resources to allow the community institution to provide a broader or deeper service to the community.

Already, much of what the College is doing is “opportunistic, not creative.” President Ditzler tries to listen to the ideas of people in town, and then decide which ideas have the most potential, so the College can help implement ideas. As he notes, if members of the community come up with the idea, they are more likely to support it. This was the case with the Bohm Theater renovation.

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352 Hodges and Dubb, *The Road Half Traveled.*
353 Ditzler and Anderson, *Interview with Mauri Ditzler and Bob Anderson.*
354 Ibid.
355 Drautd, Laurel Drautd, Director, Carl A. Gerstacker Institute for Business and Management, In-Person Interview January 26, 2017, in Albion, MI.; McLean, Interview with Patrick McLean, Director, Ford Institute of Politics and Public Policy, Albion College; Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan.
356 Ditzler and Anderson, *Interview with Mauri Ditzler and Bob Anderson.*
357 Ibid.
358 Ibid.
In addition, while it has not avoided branding altogether, it often seeks to downplay its role. At the Ludington Center, the new downtown conference center, the College’s name and logo are not prominent. Similarly, the College downplays its financial support for some initiatives, such as the support for the Albion EDC president’s salary.359

1. Lack of Good Communication Channels Presents Challenges to Building Community Relationships

An issue that came up repeatedly is the lack of good communication channels, which are accessible to all people, which inhibits the ability to build strong, durable community partnerships. The lack of a reliable communication method to reach all or even most of the City’s residents has led to misunderstandings, confusion, and the spread of rumors related to the actions and motives of parties.

Albion has no local television or radio station which could serve as the means to reach residents. The City has a weekly newspaper, The Recorder, which costs $1 and is not read by everybody; an e-mail paper, The Albion E-News which is delivered by e-mail to subscribers at a cost of $12 per year (which cannot be read by everybody since not everyone has e-mail access);360 and the Marshall Advisor & Chronicle which is free;361 but none, individually or together, are read by all affected residents. The lack of ability to reach the community in a

359 Ibid.; French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
360 Tracy, Interview with John Tracy on January 31, 2017, in Albion, MI.
361 French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
meaningful way is demonstrated with the single-hauler trash issue approved by the City Council.\(^{362}\) In spite of the fact that the City Council had been discussing it for nearly a year, many residents were surprised when City Council acted select a single trash hauler for the City.\(^{363}\) It was only after it was approved that people came to Council meetings to complain they did not even know it was being considered.\(^{364}\)

Similarly, there does not seem to be a single source, including an online source, for all events in town. The “General Guide to Albion & nearby” is published monthly and appears online\(^{365}\) to provide information about upcoming events in the City, including cultural and sporting events.\(^{366}\) But even this source is not complete as many organizations do not provide information to have it included in the calendar.

While communication was identified as a problem which is contributing to distrust and confusion,\(^{367}\) there are rumors and “fake news” about what the College and other parties are doing.\(^{368}\) Harry Bonner described it as people in the City believing there is secret “plotting and planning” by the College.\(^{369}\) This remains a complicated barrier to building durable relationships in the community. However, no one I interviewed could suggest a solution to get

\(^{362}\) Tracy, *Interview with John Tracy on January 31, 2017, in Albion, MI.*

\(^{363}\) Ibid.

\(^{364}\) Ibid.

\(^{365}\) www.generalguide.net

\(^{366}\) LaNoue, *Interview with Maggie, LaNoue, President, Albion Design & Marketing.*

\(^{367}\) Reid, *Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017; Dunklin and Dunklin, *Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017.*

\(^{368}\) Dunklin and Dunklin, *Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017.*

\(^{369}\) Bonner and Stevens, *Interview with Harry J. Bonner, Sr., Executive Director, Substance Abuse Prevention Services and Coalition, and Executive Director, Kids at Hope Youth Programs; and Sierra Stevens, Albion College Student and Tutor.*
accurate and reliable information distributed in a timely manner. Each communication method leaves gaps.

One way which might improve the situation is in addition to using established media sources, is to establish a means of easily and simultaneously communicating with key community leaders and organizations, such as the Albion Chapter of the NAACP, Albion Ministerial Alliance, and the Albion Interfaith Ministry. By developing messaging which can be communicated to these organizations and asking them to share with their members might help build a communication network.

Communications within the City remains a problem which the City, the College and organizations in Albion need to address to help reduce distrust, provide accurate information, learn of other needs in the community and build support for the proposals and programs to revitalize the City.

g. Impacts on Community

This factor looks at the effects that an institution’s activities are having on the community in terms of economic activity, school achievement, real estate values and other tangible signs of improvement. At this point, much of the work is in the very early stages. The groundwork for the College’s increased community engagement was being laid prior to President Ditzler’s installation at the College. However, all the people I interviewed for this thesis discussed the level of community involvement in terms of pre-Ditzler and now. Councilmember Lenn Reid put it this way, “Mauri is like a breath of fresh air. He’s smiling and
walking all over.... It’s a whole different atmosphere.” This means that the work has been underway for only a couple of years. The most visible initiatives are only recently completed or are under construction: the Ludington Center opened in 2016, the Courtyard by Marriott hotel on Superior Street is expected to open in Spring 2018, and the Harrington Housing initiative is only just beginning. This means that tangible benefits are difficult to determine in measures such as jobs created or employers attracted or expanded.

In the future, as more progress is made, the City and the College should seek to determine whether the changes that are being made are indeed making an impact. From the City’s perspective, to determine whether conditions are improving, it should look at the changes in real estate and income tax revenues, number of jobs created, changes in the unemployment rate and work force participation rates, median wages, population change, and housing prices. If these measures improve, then it will demonstrate the efforts are making progress in revitalizing the City. The College will be interested in the City’s statistics, but will also want to see how those changes are affecting the College. To determine whether there is improvement, the College should look at the number of college applications received, number of faculty using the Harrington Housing Initiative, rate and type of faculty, staff and student civic engagement, and alumni support and giving. The City and the College should begin collecting and reviewing this data on a regular basis to determine the impacts, and where possible, to determine which efforts are most impactful.

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Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017.
However, the attitudinal benefits are being clearly felt within the community. The cooperation shown on Albion Day at the Michigan state capital is one example.\textsuperscript{371} The use of the Ludington Center by many community groups and the College’s use of the Bohm Theater for events which bring the College and community together all point in a positive direction. That said, the City has a long way to go to being revitalized, which means that the efforts of the College, the City and the other actors must continue into the future.

6. Making the College Commitment to the City Durable

One of the concerns that often arises when an anchor institution undertakes interventions to revitalize its community is whether the commitment is going to continue or whether it is a “flavor of the month.” President Ditzler put it this way, “There’s a great deal of talk in town about when I’m going to die,” reflecting the concern within the City that this is an initiative solely by President Ditzler.\textsuperscript{372}

In the City, and in other anchor institution host locations, there is frustration or fear that once a community has taken the risk to engage, that the institution will not continue its efforts.\textsuperscript{373} For example, Syracuse University found when it was kicking off a new community involvement initiative that many stakeholders made “expressions of profound disappointment that so many of our past engagements with the community had been one-off, short-term projects that also were primarily one-way in character.”\textsuperscript{374}

\textsuperscript{371} Brown, Interview with Garrett Brown, Mayor City of Albion.
\textsuperscript{372} Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
\textsuperscript{373} Cantor, Englott, and Higgins, “Making the Work of Anchor Institutions Stick.”
\textsuperscript{374} Ibid.
The success of an anchor institution’s community involvement requires the building of trust. Not just the trust that the institution can be relied up to do what it has promised, but a deeper trust, that the institution is committed in the long-term to try and understand the community’s concerns and to work with the community to resolve them.\textsuperscript{375} In the short-term, the community will take the improvements that the anchor institution is willing to make, because it needs the help; however, to develop lasting change in the community, both parties need to establish trusting long-term relationships.\textsuperscript{376} This does not mean that the anchor institution is committing to work on every issue, because that is unrealistic. Instead, the parties need to understand each other’s needs and capabilities, to agree to work on the matters where they overlap, to provide what support they can on issues where those needs and capabilities do not overlap, and to be open and honest about those areas where they do not agree. The relationship does not require any side to be blindly loyal to any other side, but where there is disagreement, the disagreements should be based in good faith on the priorities or best way to proceed. If a party is not going to agree, it needs to do so openly and not through back channels. Open and honest communication is essential to successful collaboration.

The arrival of President Ditzler has begun the work of establishing trust with the community. Starting with the relocation of the President’s residence into town, Ditzler’s visibility in the community has gone a long way toward establishing trust in the commitment.\textsuperscript{377}

\textsuperscript{375} Hodges and Dubb, \textit{The Road Half Traveled}.
\textsuperscript{377} Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017; Dunklin and Dunklin, Interview with Mae Ola Dunklin, Albion College Trustee, and Robert Dunklin, President Albion Branch NAACP, in Albion MI, February 2, 2017; Brown, Interview with Garrett Brown, Mayor City of Albion.
The presence of tangible signs of the College’s commitment such as the opening of the Ludington Center and the on-going construction of the new Courtyard by Marriott hotel, are building that trust as well. But the work needs to continue to build that trust.

One test of trust, is what the College decides to do with the old Washington-Gardner school building which had been scheduled to be demolished, but which was acquired by the College instead. From some residents’ perspective, if the College does not find an appropriate reuse for the building and it ultimately is demolished, that will hurt the trust and goodwill that has been developing. The College is seeking possible uses including making it available for a combined student health center and urgent care clinic to provide after-hours medical care for both the College and the residents of the City.

Another challenge to the building of trust is the fear that the College is taking over the City. As Michelle Mueller, a stringer for The Recorder, the local paper, put it, there are “people that in their hearts believe that the College is taking over the City, and that is automatically a bad thing.” This concern has led to cases where recipients of College help have not been willing to acknowledge that help for fear that residents will react poorly. This includes the Big Read program at the Albion District Library which was supported in part by the College, but they “can’t even put up a college sign because people will come in and get mad, they’re taking over the town.” Another life-long resident, Harry Bonner, said that some people, including

378 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
379 Brown, Interview with Garrett Brown, Mayor City of Albion; Krause, Tim Krause, Executive Director, Albion Community Foundation Interview in Albion, MI on January 26, 2017.
380 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
382 LaNoue, Interview with Maggie, LaNoue, President, Albion Design & Marketing.
some in key leadership roles in the community, have the perception that “we’re owned by the college.” He believes that those people do not have a vision and they object to the downtown revitalization. But as Bonner puts it,

If not the college, then who? Would you rather see the downtown abandoned, boarded up or would you rather see it occupied...? They would, to some degree, rather see the downtown struggle than to see it grow under leadership of the college.

Another leader in the community, Robert Dunklin, the president of the Albion Chapter of the NAACP said, “we cannot live on an island for long, we need to come together to build a relationship.” Thus, while there are concerns, many in the leadership roles in the community, including the Mayor, the City Manager and others, are prepared to work together to revitalize the community.

Many anchor institutions confront this fear. The College is sensitive to this resentment and is trying to be visibly supportive of community initiatives, while not seeking significant branding associated with some of the initiatives. President Ditzler’s desire is for the community to identify opportunities and to have the College support those efforts, rather than always deciding what is the best path. He would like to see more community-led, such as the

383 Bonner and Stevens, Interview with Harry J. Bonner, Sr., Executive Director, Substance Abuse Prevention Services and Coalition, and Executive Director, Kids at Hope Youth Programs; and Sierra Stevens, Albion College Student and Tutor.
384 Ibid.
385 Ibid.
386 Brown, Interview with Garrett Brown, Mayor City of Albion.
387 Mitchell, Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan.
389 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
Bohm Theater, which the College can support.\textsuperscript{390} As discussed above, the College is trying to support other groups’ efforts through provision of financial support, staffing and expertise.

7. Key Challenges to Successful Community Revitalization

As was discussed, there are numerous effort to revitalize the community. However, there are issues in the community that are necessary for successful community development, but which require more attention and support than they are currently receiving. The issues, if unresolved, will affect the overall success of the efforts to revitalize the City. These are areas which do not fit well within the College’s areas of expertise, but which require additional support.

i. Work Force Readiness

The City faces a work force readiness problem. Forty-two percent of the working age population is not currently participating in the work force.\textsuperscript{391} When the foundries closed, some employees took jobs out of town or moved to find new jobs.\textsuperscript{392} However, not a lot was done to help make work force training available, and what was available was not well-supported.\textsuperscript{393} Attracting and retaining businesses which can provide employment opportunities is a key to addressing the unemployment and poverty issues. But another important requirement for business development is having a work force that is ready, willing, and able to seize opportunities.

\begin{itemize}
\item \textsuperscript{390} Ibid.
\item \textsuperscript{391} “The City of Albion 2017 Comprehensive Plan.”
\item \textsuperscript{392} Reid, Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017.
\item \textsuperscript{393} Ibid.
\end{itemize}
Michigan Works! seeks to connect employers with job seekers. The College is helping by providing space for Michigan Works! at the Ludington Center. Kellogg Community College ("KCC") offers skills training at several campuses including in the City, which may help prepare workers for jobs – particularly those which do not require a liberal arts education. These organizations are key local players in the work force development space.

However, beyond the availability of training and jobs, there are concerns that some people in the community are not willing to work, or not willing to work in the jobs which are available, and something needs to be done to change that mindset. As Andrew French put it, "How do you find jobs for people who aren’t looking for jobs? How to do you engage a community of poverty about change that may, in fact, marginalize it even further, unless they are willing to also change?"

Encouraging potential workers to remain in the work force and to seek the skills necessary to obtain jobs is a challenge for many communities. A particular concern is ensuring that the skills training that is available will lead to jobs that are actually available in the community. In addition to skills training, other support may be needed including social worker or health intervention and life skills training, similar to the type of support provided by FocusHope in Detroit.

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395 “Ludington Center Opens a New Space for Students and Locals to Collaborate.”
396 http://www.kellogg.edu
397 Williams, Interview with Pastor Stephen Williams in Albion, MI, on February 2, 2017.
398 French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
To address the needs in this area, a broad coalition should be built including the College, KCC, Michigan Works!, religious and community organizations to assemble a supportive training environment.

ii. The Living Wage

Another concern is that the types of jobs which may be attracted to the City are different than those which were lost in the past. The foundry and other manufacturing jobs paid wages which could support a middle-class life. While the EDC is seeking to attract manufacturing jobs or other high-paying jobs, the change from an industrial economy to a non-industrial or service-based economy within the City is likely to attract jobs which pay lower wages.

For example, jobs associated with the new Courtyard by Marriott hotel are likely to be lower and have lesser benefits in real terms than the former foundry jobs. The Michigan minimum wage is currently $8.90 per hour. The Michigan mean hourly wages for hotel desk clerks is $10.10 per hour and for maids and housekeeping cleaners is $11.06. The average hourly wage in the food service industry is $10.64. All of these wages are below the living

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400 Brown, Interview with Garrett Brown, Mayor City of Albion.
401 “Albion Economic Development Corporation (EDC).”
404 Ibid.
wage of $14.65 for a family with two working parents and two children.\textsuperscript{405} Seeking to create jobs which support better than a sustenance life-style is essential to revitalizing the community.

\begin{enumerate}
\item[iii.] Lack of Adequate Day Care Options

There is currently a lack of adequate and affordable child care in the City.\textsuperscript{406} This is a national problem, as well, which hurts the economy by acting as a barrier for parents, particularly women, to fully pursuing jobs which fully use their talents.\textsuperscript{407} The lack of viable child care options may mean that parents stay out of the work force entirely or that they take jobs which underuse their talents because those jobs happen to fit the available day care schedule.\textsuperscript{408} Parents seeking day care prefer to have it located close to home, to work or on the route to and from work.

The lack of day care options also makes the City less attractive as both a residential and a business location. Coupled with the challenges presented by the local district school district

\textsuperscript{405} http://livingwage.mit.edu/counties/26025 (accessed April 18, 2017).
\textsuperscript{406} Deprez and Kent, \textit{Interview with Amy Deprez, President & CEO, and Neely Kent, Office Manager, for the Albion Economic Development Corporation.}
annexation discussed earlier, the lack of day care means that for parents with children or who expect to have them, the City is less attractive to live than other places.

The College does not have a large enough number of staff with children needing day care to fully support day care for itself. Nonetheless, the College would benefit from having quality day care because it would make it easier to recruit young faculty and staff who may be concerned about how they will manage a family. Many educational institutions, including the Massachusetts Institute of Technology, have on-site child care. The College might consider providing support to or subsidy for a quality day care available to the community, perhaps by offering rent-free space in the former Washington-Gardner school, which it already owns and maintains. This may be an area the College can support, but which may need to be led by another group.

8. Looking to the Future

My conclusion is that the College is actively seeking to engage with the City to revitalize the City, but a great deal of work remains to make the revitalization successful and durable. My recommendations to enhance the College’s engagement efforts are threefold: (a) broader alumni engagement to support the College’s revitalization efforts in the City; (b) encouraging and rewarding College community engagement by faculty, staff and students; and (c) developing a clear methodology for determining which initiatives the College should pursue or support.
a. Increasing Alumni Engagement

First, the College has not adequately involved its alumni in the College’s revitalization efforts for the City. President Ditzler identified the strength and loyalty of Albion College alumni as one of the most valuable assets of the College, noting that at least one other college president had told him that he was jealous of Albion College’s alumni.\footnote{Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.} I believe that having engaged and supportive alumni is a hallmark of a strong institution. Indeed, U.S. News and World Report gives a 5\% weight to the percentage of giving alumni as a factor in its colleges and universities ratings.\footnote{“Best Colleges Ranking Criteria and Weights,” US News & World Report, accessed May 15, 2017, https://www.usnews.com/education/best-colleges/articles/ranking-criteria-and-weights.}

My specific concern is that the College has not fully informed its alumni of the condition of the City and the College’s efforts to revitalize the City. It has not specifically asked the body of alumni to support it. The College’s revitalization efforts have already benefitted already from alumni participation. Many of the achievements discussed in this thesis are the result of certain alumni who have provided leadership, advice, or financial resources. The alumni who have been tapped and stepped up have made this story much more positive than it would have been without their participation. However, I believe most alumni are not sufficiently aware of the condition of the City or of the College’s efforts to help address the problems in the City.

There have been some efforts to inform alumni through College publications and emails, which mostly focus on events like the opening of the Ludington Center or receipt of large gifts such as the Harrington Housing Initiative. Like most announcements from colleges, these
announcements celebrate successes, e.g., new buildings, faculty publications, and large donations. But the individual event announcements have not been put into a context of the overall need or effort. Providing the context for these key initiatives is especially important for those alumni who have not been to the campus recently or have not remained in touch with the City of Albion. Explaining the challenges facing the City and the impact of those problems on the College will provide a foundation for seeking broader engagement by Albion’s alumni. This could be done through interviews with Albion alumni or staff who are involved in a particular project and “before and after” photographs. The communication will be most impactful if it includes an explanation of what the College is doing or planning to do to help address the problems and why it is important to the City’s revitalization.

Communications about the College’s efforts to revitalize the City also need to discuss how alumni can become involved – whether it is through the traditional requests for financial gifts, identification of investment opportunities or calls for in-kind service. Albion has approximately 22,000 living alumni,\textsuperscript{411} and a rate of alumni giving participation of 23%.\textsuperscript{412} This means that even if only those Albion alumni who give to the College act, contacting the alumni will bring additional attention and support from over 5,000 people who might otherwise not be engaged.

In addition to financial support, there are other ways to engage alumni. There are a range of in-kind services which alumni could provide including advice, leadership or labor. The College should consider incorporating community service opportunities in events surrounding

Homecoming or Graduation as a way to provide returning alumni with an opportunity to engage with the City.\textsuperscript{413} This also has the potential to improve the community’s opinion of the College and its alumni.

A key to an engaged alumni body is to ensure that the College knows where the alumni are and how to reach them. As Barbara Weidendorf, President of the Albion College Alumni Association, said, “I hope that is a push ... to get updated [alumni] contact information so they can engage alumni in all aspects of the College.”\textsuperscript{414} Increasing the number of alumni who can be reached with requests will increase the potential resources available to the College. Increased alumni participation will enhance the College’s capacity to pursue revitalization initiatives.

b. Expand College Community Participation in City Engagement

The overall success of the community engagement efforts of the College depends on the efforts of the entire College community. This means that it needs to be clear to faculty, staff and students that community engagement is an important College value and goal. The adoption of the College’s Strategic Plan is a start.\textsuperscript{415} The College is committing resources and believes its long-term success depends on the City’s revitalization, and this should include the College’s human capital.

\textsuperscript{413} Barbara Weidendorf, \textit{Interview with Barbara Weidendorf, Albion College Alumni Association President, at Albion, MI, on January 28, 2017}, 2017.
\textsuperscript{414} Ibid.
\textsuperscript{415} “Albion College Strategic Plan | Facilitation and Strategy Team.”
For the faculty and staff, this means that there should be recognition of the importance of their role in supporting community engagement. One way to ensure this could be to create awards or other recognition to faculty and staff who are particularly successful in community engagement.\footnote{Hodges and Dubb, \textit{The Road Half Traveled}.} For example, Widener awards the Civic Engagement Award “for sustained outstanding contributions to Widener’s civic engagement mission through teaching and research.”\footnote{“2016 Faculty Awards Top Faculty Honored for Teaching Innovation, Research, Civic Engagement and Institutional Leadership,” \textit{What’s Up @ Widener}, October 12, 2016, http://www.widener.edu/news-events/whatsup/vol11/issue3/page6.aspx.}

Another aspect which needs to be addressed is how faculty are evaluated. Academia is often a “publish or perish” environment. However, active community engagement by a faculty member may impede their ability to conduct research or academic writing. To address this concern, it should be made clear that faculty members who are willing and able to direct their efforts to carry out an important community revitalization initiative will receive appropriate academic recognition from the College.\footnote{Hodges and Dubb, \textit{The Road Half Traveled}.} Portland State, Syracuse and Minnesota have all changed their tenure and promotion policies to include community engagement.\footnote{Ibid.}

For students, there should be a wide variety of opportunities for the students to be involved. This thesis previously discussed the in-service education opportunities which are vital to the College’s efforts, but there is more that can be done. Some students will not be able to engage in a full semester internship locally. To provide them an opportunity to engage, shorter term initiatives could be contemplated. For example, the College could sponsor a day for
interested College students to help community groups build or update websites or to provide manual labor to help maintain a community group’s building. The College should work with community groups to make certain they know the College may be able to provide student resources to help the groups and to help create opportunities for student involvement.

Another alternative would be to have a community service obligation added to the graduation requirements. At Wittenberg University, there is a requirement that each student register for a semester-long course of community service which requires 27 hours of service and 3 hours of reflection. Emerson College Los Angeles has an 8 hour per semester requirement.

A final approach is to have community service qualify for work-study. This is already permitted at the College. The College may try to expand this option by ensuring that community organizations are aware this may be a way to get a student employee at no cost to the organization.

Whether it is encouraged or mandated by the College, it is important that the student opportunities are meaningful and impactful for the organizations in the City that are served. The College should create and publicize a means for groups to communicate their needs. In addition, criteria for acceptable programs need to be developed. This will ensure student safety, the appropriateness of the tasks for student labor, and coordination within organizations to ensure that efforts are not duplicated.

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Finally, the College needs to communicate clearly within the College community that community engagement is part of the mission. The College should use internal e-mails and websites to promote the opportunities and to recognize the participants in the various community projects.

c. Assessing Future Projects

The effort to revitalize the City is underway, but there is much work to be done. The College has taken a crucial first step by recognizing that it is an anchor institution and has demonstrated this in a number of ways recounted in this thesis. In the future, the College will be in a position to either initiate or support more projects as an anchor institution. How can the College determine what projects it should support?

I propose a three-pronged evaluation: (1) consistency with the community revitalization goals, (2) the capacity to successfully implement the proposal, and (3) the risk and opportunity presented by the proposal.

The first consideration is whether the project meaningfully advances the community revitalization effort. The College should consider both the interests of the City and itself. Because it is using its own resources, the College can prioritize those projects which are more important to it.
For evaluating both the capacity and risk and opportunity, Anchor Institution Toolkit\textsuperscript{422} provides guidance. It recommends evaluating capacity, from very high to very low capacity, as follows:

- **Human Resource Capacity**
  - Within mission
  - Willing leaders
  - Time requirements
  - Local attitude
  - Political clout
  - Adequate organization infrastructure
  - Dedicated Staff

- **Collaboration Capacity**
  - Community groups
  - Attitudes and relationships
  - History

- **Financial Capacity**
  - Local funding
  - Grant writing skills
  - Available staff to manage & oversee\textsuperscript{423}

By assessing each project using these capacity criteria, the College will be able to ascertain the available capacity there is to successfully implement a project. It should only pursue those projects for which it and any necessary allies have adequate capacity. If more than one project is under evaluation, the College can use the relative requirements and capacities of the different projects to decide which project to prioritize.


\textsuperscript{423} Ibid.
An additional evaluation of risks and benefits should also be conducted. These risks and benefits can be both monetary and non-monetary. The following matrix is useful to help visualize the analysis.

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<th>Low Benefit</th>
<th>Medium Benefit</th>
<th>High Benefit</th>
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<tbody>
<tr>
<td><strong>High Risk</strong></td>
<td>E</td>
<td>D</td>
<td>C</td>
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<tr>
<td><strong>Medium Risk</strong></td>
<td>D</td>
<td>C</td>
<td>B</td>
</tr>
<tr>
<td><strong>Low Risk</strong></td>
<td>C</td>
<td>B</td>
<td>A</td>
</tr>
</tbody>
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In the chart, the different letters show the relative valuation the risk/benefit, with “A” being the best because it has low risk and high benefit while “E” represents the worst because it is low benefit but highly risky. The areas with the same letter are depicted as being equal – while this may not be exactly correct, it identifies the correct trend – the College should generally pursue the opportunities with the greatest benefit relative to their risk.

By reviewing all proposals against the mission, assessing the College’s capacity to undertake the proposals and considering the risk and benefit profile of the proposal, the College will be able to identify the proposals which should be pursued. After the project is complete, the College should conduct a post mortem of the project’s implementation to obtain lessons learned which should be incorporated into the evaluation process for future projects.

Using this evaluation process, or one like it, will enable the College to properly focus its resources on initiatives which will help advance the efforts to revitalize the City. This analysis is

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424 Ibid.
425 Ibid.
most appropriate for proposals which require a significant commitment of resources. So, for some very low cost and low risk opportunities, it may make sense to just do it.

In summary, the College is in a strong position to help lead the City’s revitalization efforts. The recommendations in this section will strengthen and focus those efforts and will allow participation from the alumni base and the entire campus community.

9. Conclusions

There are significant efforts underway to revitalize the City of Albion. As an anchor institution, Albion College, is deeply engaged with its community. For the most part, the College is acting as a leader helping to push initiatives forward. It is doing this directly and by encouraging alumni to make investments in the City. However, it is also trying to be sensitive to the perils other anchor institutions have faced by seeking to convene other organizations to take on this work, to collaborate on other’s good ideas for revitalizing the community. Looking forward, the College is seeking to establish a convener mode of interaction, but for now, leadership initiative is needed to build momentum.

Overall, the outlook for the City is much brighter than it was even three years ago. The opening of the Ludington Center and start of construction of the Courtyard by Marriott hotel in the Downtown Corridor are visible signs of this progress. Whether these efforts will lead to a full revitalization of the City remains to be seen. It is clear, that because of the commitment of the College’s alumni to the College, it is being permitted to make significant investments beyond what would normally be seen as prudent. This can be seen in the willingness of the

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426 Ditzler and Anderson, Interview with Mauri Ditzler and Bob Anderson.
427 Sheets, Interview with J. Donald Sheets, Chairman Albion College Board of Trustees.
Board of Trustees to commit significant financial resources at higher than normal rates.

Moreover, alumni are also directly making investments in the City to revitalize it, including the Albion Malleable microbrewery. Thus, one key finding is that alumni are key stakeholders in educational anchor institution engagement and, without their support, the institution’s efforts would be more limited and more short-term.

428 Ibid.
1. Appendices

a. Maps of Albion, Michigan

Map 1 – Albion, Michigan
Map 2 – Detail of Albion, Michigan Showing Downtown, Connecting Corridors and Albion College Main Campus
b. Photographs of Albion, Michigan

i. The City

The American Molder Statue on Superior Street.
The Albion Train Station.

The Ludington Center on North Superior Street.
South Superior Street looking north toward the Downtown Corridor.

Cascarelli’s on Superior Street.
At the north end of the Downtown Corridor, looking north.

The Kalamazoo River from Superior Street in the Downtown Corridor.
The façade of the Bohm Theater looking north on Superior Street.
Location of the new Courtyard by Marriott hotel, which is under construction.
ii. Albion College

The Quadrangle at Albion College with the Rock.

The Quadrangle with a view of the library and observatory building.
Vulgamore Hall on the Quadrangle.
c. City of Albion Demographic and Economic Data

i. THE CITY’S POPULATION

The charts below show distribution by age in 2014 and the net change by age between 2000 and 2014.

Based upon this data, it appears that population is growing slightly in older categories, which in the City, as in the nation, is due in part to the aging of the Baby Boomer generation. Significantly, population is declining for ages below 35 – with a very substantial portion of the

Source: Headwaters Economics.  


431 “The City of Albion 2017 Comprehensive Plan.”
population loss occurring in the under-18 category. As was noted before, approximately 1,400 of the 18-34 age group are college students who will leave upon graduation, and thus, the permanent population in that age group is closer to 851 females and 483 males.

Necessary data is not available at the city level to determine the cause of the significant decline in population. Calhoun County data shows that the county-wide natural increment was positive, and the decline in population is due to migration out of Calhoun County.

Source: Headwaters Economics.432

The chart above shows the various components of change in population for the county.

Albion’s population decrease is also likely to be due to out migration due to plant closings and

432 Headwater Economics, “A Profile of Demographics: Selected Geography: Albion City, MI.”
economic dislocation. Moreover, the lack of employment opportunities means there has been little to attract new residents. As discussed previously, the decrease seems to be occurring in age categories under 35, which may suggest that younger people and families are leaving in search of employment opportunities.

According to the American Community Survey (“ACS”), the population is approximately 64% of working age. Residents of Albion are nearly all either White or Black or African American; there are no other significant other populations. The racial makeup of the population is different than that of the College’s student body – which is significantly more White, much less Black or African American, and has small Hispanic/Latino and Asian populations.


The City population has a high school graduation rate slightly below the national average. The percentage of graduate and professional degrees is also below the national average, which is surprising with the presence of a college, but reflects the concern the College

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that faculty do not live in the City. At one time, approximately 90% of the faculty lived in or near the town, while today, only about 30% do.⁴³⁵

The City has lost some significant employers over the past couple of decades, including its foundries and its hospital. In addition, many of the storefronts on Superior Street in the downtown area are vacant. Some development has occurred on the north side of town near the I-94 exit and in the industrial park.

The charts below show the employment within the City and the employment of its residents. It is interesting that only one category, manufacturing, is on both charts

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⁴³⁵ French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.

This is probably due to the commuting patterns in Albion. Less than one quarter of the jobs in the City are filled by residents. Most residents commute west toward Marshall, Battle Creek and beyond; most workers in the City come from east of the City.

Source: U.S. Census, On the Map.437

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iii. POVERTY AND THE LIVING WAGE

In October 2016, the preliminary estimated unemployment rate for Calhoun County was 4.2% - close to the national average. In light of this relatively low unemployment, it is surprising how high the poverty level in the City is. This suggests that the City has a higher unemployment rate than the county. A substantial portion of the population in the City lives at or below the poverty line. The poverty rate in the City is 32.5% (with a margin of error of 4.5%) compared to the national rate of 15.5%. Men and women make up nearly equal amounts of the impoverished, 31.8% and 33.1% respectively. The charts below show some of the disparities in the rates of poverty by race, age and education.

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438 Ibid.
The rate of poverty among the Black/African-American population is 186% of the rate among Whites. While the rate of poverty is highest among those under 18, the largest number of the impoverished are between 18 and 64 years-old. Low educational attainment is highly correlated with poverty. While the lowest rate of poverty is for college graduates, it also represents the smallest group.

Work force participation is well below the national average in the City – more than 20% fewer employees were employed for 52 weeks. An open question is the extent to which the presence of the College, which has a large number of 9-month employees, affected this rate. Fully one-third of the working age population did not work, 8% higher than the national rate.

Source: ACS 5-Year 2011-2015.440

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Similarly, the number of employees working full-time was also below the national rate, 43.3% versus 56.7%.

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441 Headwater Economics, “A Profile of Demographics: Selected Geography: Albion City, MI.”
The relatively low work force participation rates are related to the high level of poverty. In addition, the low work force participation, also suggests that the unemployment rate for the City is understated; that is, there are people who have stopped looking for work and are not included in the count.

A review of the sources of household income shows that a majority of households have labor earnings, but a large percentage of families are receiving some assistance – either public assistance or Food Stamps/SNAP – confirming the prevalence of poverty. There are many households receiving Social Security, which may be related to the increase in older population observed earlier.

Source: Headwaters Economics.\textsuperscript{442}

\textsuperscript{442} Ibid.
For those of working age, one of the key issues is whether the wages they receive are sufficient to meet their needs. Nearly 18% of the civilian work force over the age of 16 is below the poverty line, which is troubling. As a result, one of the community development issues is whether jobs in the City pay a living wage. The table below shows estimates of the living wage for areas including the City.

<table>
<thead>
<tr>
<th>Index</th>
<th>Single Person</th>
<th>2 Working Parents/2 Children</th>
</tr>
</thead>
<tbody>
<tr>
<td>MIT Living Wage Calculator</td>
<td>$9.51/hour</td>
<td>$14.43/hour</td>
</tr>
<tr>
<td>Economic Policy Institute</td>
<td>$11.36/hour</td>
<td>$15.06/hour</td>
</tr>
</tbody>
</table>

Source: Headwaters Economics.\(^{443}\)

\(^{443}\) Ibid.
The median household income in the City is $26,817\textsuperscript{446} or $12.89 per hour below the living wages for the area. However, over 28% of families have incomes below the poverty rate, well below the national rate of 11.3%.\textsuperscript{447} The poverty rate, including that among the working population, and the prevalence of sub-living wage family incomes point to the need to increase wage rates to address poverty in the City.

iv. HOUSING

In addition to losing population, the number of households has declined from 3,261 in 2000 to 2,785 in 2015, and is expected to continue to fall.\textsuperscript{448} About two-thirds of the households have no children under the age of 18; while approximately 13 percent are traditional two-parent households with children, and 19 percent are single adults with children.\textsuperscript{449}

The housing stock is primarily single-family detached houses, approximately 70 percent. Nearly twenty percent of the housing units were vacant in 2015. Approximately sixteen to thirty vacant houses are demolished each year.\textsuperscript{450} About 44 percent are rented and 56 percent are

\textsuperscript{446} Headwater Economics, “A Profile of Demographics: Selected Geography: Albion City, MI.”
\textsuperscript{447} Ibid.
\textsuperscript{448} Zimmerman/Volk Associates, Inc., “AN ANALYSIS OF RESIDENTIAL MARKET POTENTIAL The City of Albion.”
\textsuperscript{449} Ibid.
\textsuperscript{450} French, Interview with Andrew French, Ph.D., Director of Community Action and Special Assistant to the President, Albion College, Build Albion - AmeriCorps VISTA Supervisor and 6th Precinct Councilman Albion City Council.
owner occupied. Less than seven percent of the housing stock has been built since 1980, and only 0.3 percent has been built since 2010.\textsuperscript{451}

\textsuperscript{451} Zimmerman/Volk Associates, Inc., “AN ANALYSIS OF RESIDENTIAL MARKET POTENTIAL The City of Albion.”
d. Sources Cited


“Albion College Form 990,” 2014.


Bonner, Harry, and Sierra Stevens. Interview with Harry J. Bonner, Sr., Executive Director, Substance Abuse Prevention Services and Coalition, and Executive Director, Kids at Hope Youth Programs; and Sierra Stevens, Albion College Student and Tutor, 2017.


City of Albion, MI. “Minutes of the City of Albion Council Meeting,” December 19, 2016.


Deprez, Amy, and Neely Kent. Interview with Amy Deprez, President & CEO, and Neely Kent, Office Manager, for the Albion Economic Development Corporation, 2017.


Doyal, Nancy. Interview with Nancy Doyal, Executive Director Friends of the Bohm Theater on March 6, 2017, 2017.


French, Andrew. Interview with Andrew French, Ph.D., Build Albion - AmeriCorps VISTA Supervisor and Director of Community Action, and Special Assistant to the President, Albion College and 6th Precinct Councilman Albion City Council, 2017.


LaNoue, Linda. Interview with Linda LaNoue, 2017.

LaNoue, Maggie. Interview with Maggie, LaNoue, President, Albion Design & Marketing, 2017.


Mitchell, Sheryl. Interview with Dr. Sheryl Mitchell, City Manager, Albion, Michigan, 2017.


Reid, Lenn. Interview with Lenn Reid, Albion City Councilwoman, in Albion, MI on February 1, 2017, 2017.


Sacks, Marcy. Interview with Marcy Sacks, Professor of History, Albion College, 2017.


Shaheen, Samuel. Interview with Dr. Samuel Shaheen, Albion College Trustee and President of Shaheen Development, 2017.

Sheets, J. Donald. Interview with J. Donald Sheets, Chairman Albion College Board of Trustees, 2017.


e. List of Interviewees

i. Albion College

Robert Anderson, Vice President for Alumni Relations and Development, interviewed February 1, 2017, in Albion, MI.

Mauri Ditzler, Ph.D., 16th President of Albion College, interviewed February 1, 2017, in Albion, MI.

Laurel Draudt, Director, Carl A. Gerstacker Institute for Business and Management, in-person interview January 26, 2017, in Albion, MI.

Mae Ola Dunklin, Member Albion College Board of Trustees, interviewed February 2, 2017, in Albion, MI.

Andrew French, Ph.D., Build Albion - AmeriCorps VISTA Supervisor and Director of Community Action, and Special Assistant to the President, Albion College and 6th Precinct Councilman Albion City Council, interviewed February 2, 2017, in Albion, MI.

Patrick A. McLean, Director, Gerald R. Ford Institute for Leadership in Public Policy and Service, interviewed January 30, 2017, in Albion, MI.

Danielle Nelson, Albion Student and VISTA member, interviewed via telephone on February 21, 2017.

Marcy Sacks, Ph. D., Chair and John S. Ludington Endowed Professor of History U.S. History/African-American History, interviewed January 30, 2017, in Albion, MI.

Samuel Shaheen, M.D., Albion College Trustee and President and CEO, Shaheen Development. Telephone interview on February 17, 2017.

J. Donald Sheets, Chairman, Albion College Board of Trustees, interviewed via telephone on March 1, 2017.

Sierra Stevens, Albion College Student, interviewed on February 1, 2017, in Albion, MI.

Barbara Weidendorf, President, Albion Alumni Association, interviewed January 28, 2017, in Albion, MI.

Jerry White, Vice President of Business Operations, interviewed January 27, 2017, in Albion, MI.

ii. City of Albion

Garrett Brown, Mayor of the City of Albion, interviewed January 29, 2017, in Albion, MI.
Dr. Sheryl Mitchell, City Manager, interviewed January 30, 2017, in Albion, MI.

Lenn Reid, Precinct 2 City Councilor, interviewed February 1, 2017, in Albion, MI.

John Tracy, Director, Planning, Building and Code Enforcement, City of Albion, interviewed January 31, 2017, in Albion, MI.

iii. Albion Economic Development Corporation
Amy Deprez, President & CEO, Albion Economic Development Corporation, interviewed January 26, 2017, in Albion, MI.

Neely Kent, Office Manager, Albion Economic Development Corporation, interviewed January 26, 2017, in Albion, MI.

iv. Other Albion People
Harry J. Bonner, Sr., Executive Director, Kids at Hope Youth Programs and Substance Abuse Prevention Services and Coalition, interviewed February 1, 2017, in Albion, MI.

William Dobbins, President, Caster Concepts, interviewed February 2, 2017, in Albion, MI.

Nancy Doyal, Executive Director, Bohm Theater, Friends of the Bohm Theater, telephone interview on March 6, 2017.

Robert Dunklin, President, Albion Branch, NAACP, interviewed February 2, 2017, in Albion, MI.

Linda LaNoue, Build Albion AmeriCorps VISTA Member, interviewed February 1, 2017, in Albion, MI.

Maggie LaNoue, President Albion Design & Marketing, interviewed January 30, 2017, in Albion, MI.


Amy Robertson, President, Greater Albion Chamber of Commerce & Visitor Bureau, interviewed January 27, 2017, in Albion, MI.

Peggy Sindt, Former President of Albion Economic Development Corporation, interviewed January 27, 2017, in Albion, MI.

Pastor Stephen Williams, Grace Temple Church of God in Christ, Albion, MI, interviewed February 2, 2017, in Albion, MI.
v. Other People/Background/General Information

Susan Ingmire, President of Philanthropic Services, Ignite Philanthropy Advisors, Cincinnati, Ohio. Telephone Interview, January 10, 2017.

Paul Sehnert, Director of Real Estate Development, University of Pennsylvania. Telephone interview on February 16, 2017.