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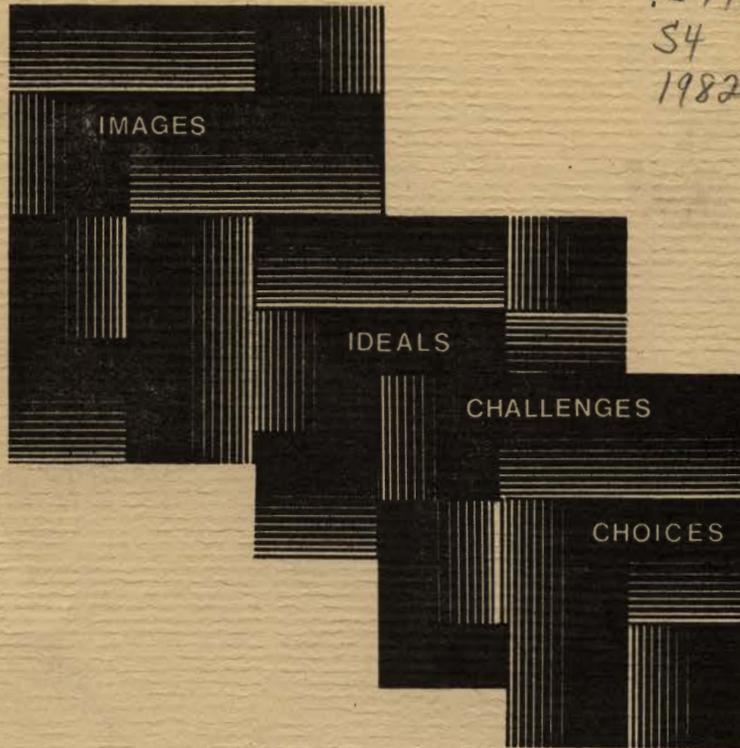
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*Seeking an agenda for the 80's (1982 : South Bend, Ind.)*

# **Aspirations for the '80s:**

## **A Working Agenda**

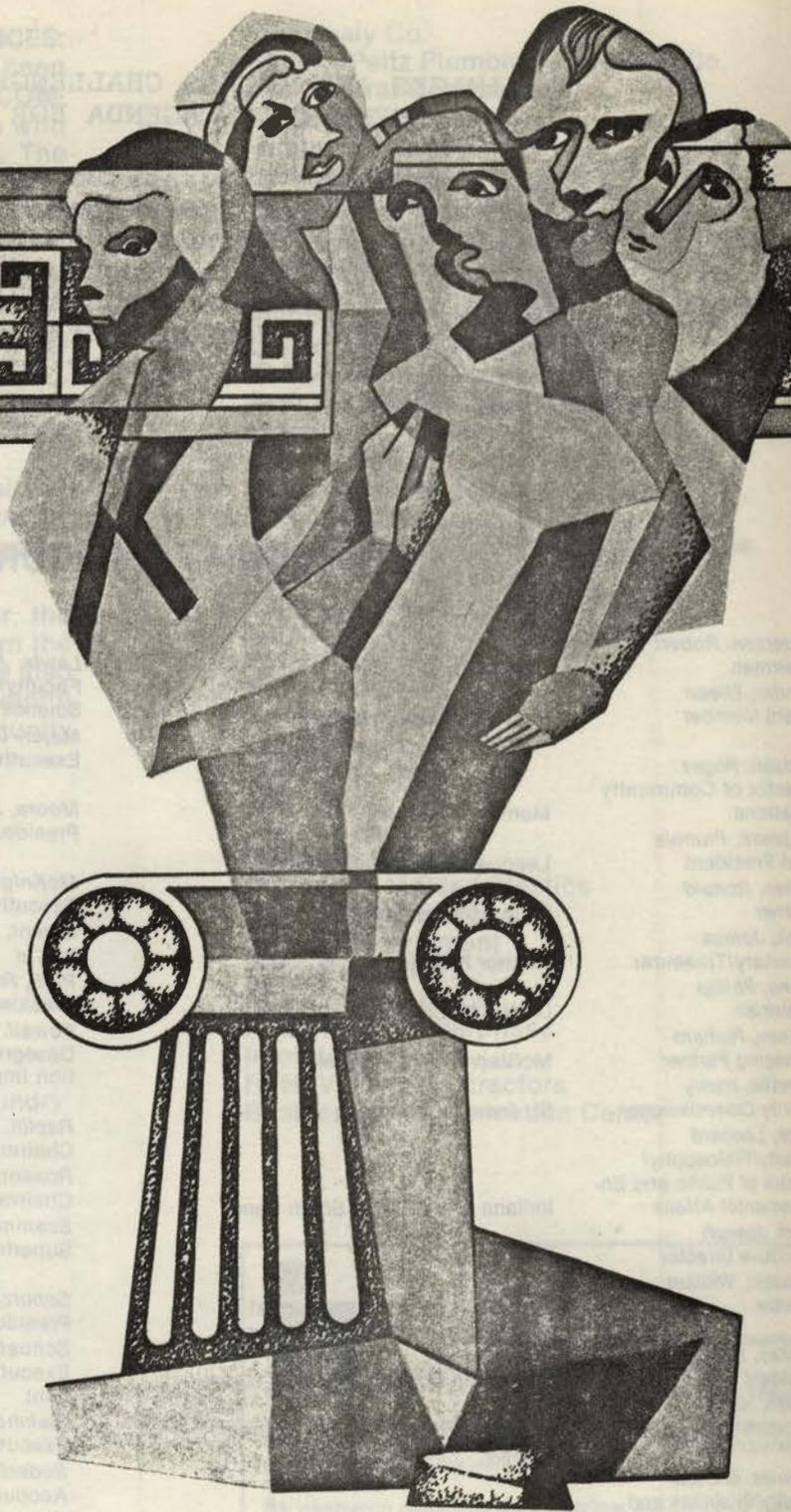
*Indiana University at South Bend*



Indiana University at South Bend

# Seeking an agenda for the 80s

images  
ideals  
challenges  
choices



The tyranny of a prince in an oligarchy is not so dangerous to the public welfare as the apathy of a citizen in a democracy.

**MONTESQUIEU**

IMAGES AND IDEALS CHALLENGES AND CHOICES:  
SEEKING AN AGENDA FOR THE '80's

A deep expression of gratitude is due to all the members of our Community Advisory Board who have helped in countless ways with the planning and implementation of this project. By their example they have demonstrated both their abiding commitment to the ideals of democratic community leadership development and their abiding faith in the ability of this community to meet the challenges of the 80's.

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**IMAGES AND IDEALS/CHALLENGES AND CHOICES: SEEKING AN AGENDA FOR THE 80's** has been made possible, by a grant from the **INDIANA COMMITTEE FOR THE HUMANITIES** in cooperation with the National Endowment for the Humanities. The grant was given to the Philosophy Department, Division of Arts and Sciences, Indiana University at South Bend.

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## PROJECT FINANCIAL CONTRIBUTORS

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*"Public Issues Are Human Issues...  
Let's Talk About Them!"*

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For information concerning grant guidelines and proposals, contact:

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IMAGES AND IDEALS CHALLENGES AND CHOICES:  
SEEKING AN AGENDA FOR THE '80's

A special word of thanks for the dedication and perseverance of all those who participated in the original project seminar group.

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## ASPIRATIONS FOR THE '80s: A WORKING AGENDA

In May of 1982 the second phase of the university/community project "Images and Ideals/Challenges and Choices: Seeking an Agenda for the '80s" was brought to a conclusion with a community conference at Century Center. The key objectives of that conference were:

- 1) To articulate clearly the major social, political, and economic issues that this community will have to face during the coming decade.
- 2) To articulate clearly the major value conflicts that underlie those issues, e.g., equality vs. individual liberty, justice vs. economic development
- 3) To identify the appropriate role of government (federal state, or local) in solving those problems; that is, identify workable, innovative public policy options
- 4) To identify the appropriate role of private sector agencies in solving those problems; that is, identify innovative approaches to solving urban problems that the private sector is willing and able to undertake
- 5) To establish a community action-agenda that will assure the translation of "bright ideas" into operative options
- 6) To initiate and maintain a community dialogue about the critical policy choices we will have to make this decade

The conference itself involved 24 workshops that were organized around 24 different problem areas in this community. At each of the workshops a "working paper" was the focal point of discussion. Those working papers were the product of the research and thought of community task forces that had been organized during the year preceding the conference. Also, those working papers were developed with the first four of the objectives listed above in mind. In particular, they were developed in order to stimulate a certain sort of community dialogue. In order not to exclude people from being part of that dialogue those 24 papers have been bound together (along with some other project documents) and deposited in area libraries. Still, the very size of the document (over 400 pages) and its limited numbers (15 copies) will mean that it is relatively inaccessible. Hence, we have tried to create in this document something that is more concise, and for that reason, more accessible to a larger audience.

This document is divided into two main parts. In the first part we have attempted to summarize the "working recommendations" that emerged from the work of each of the task forces. This is aimed at satisfying the fifth of the objectives above. It is important to emphasize to the reader that the papers were produced as working papers, and hence, the recommendations are offered as working recommendations. That is, they do not pretend to be "ultimate wisdom" or even the "brightest of ideas" available for dealing with the problems of this community. To be sure, we believe that they are thoughtful recommendations that deserve serious consideration. But their purpose is to provide a focal point for community discussion rather than an end-point. In that connection it must be emphasized that the "Agenda for the '80s" project did not end with the May conference, nor should the community dialogue that was stimulated by that project. The most serious social, political, and economic problems we must face as a community will be with

us for the duration of the decade. Hence, as a partial response to the sixth of our objectives we have initiated a new series of seminars that will focus upon those enduring issues. We have also identified a new seminar group comprised of emerging community leaders from all sectors of our community.

In the second part of this paper we raise the question of the social responsibilities of an urban university with respect to solving the major urban problems that afflict our society. One of the key objectives of the "Agenda for the '80s" project has been that of redefining the nature of the partnership that should exist between the university and the community as we address together our major urban problems. Also, during the past decade there has been considerable debate about the social responsibilities of corporations for solving our urban problems. If, in fact, corporations have such social responsibilities, then it would seem universities too would have such responsibilities, though these would be specific to the nature of a university.

There are three parts to the paper that comprises the second half of this document. In the first part we examine two conceptions of the nature of the university, what we label the "traditional" and "activist" conceptions of the nature of the university. Using these two models, we then explicate a number of specific role tensions within the contemporary university. In the second part of the paper we identify a twofold commitment that we believe an urban university must make, but the two commitments seem to be antithetical to one another. These commitments are to dispassionate intellectual stewardship and to passionate involvement as a creative force in the affairs of society. Our contention is that a new conception of the nature of the university is needed to reconcile these commitments. We identify that conception as being that of the university as "keeper of the neutral conversation that makes civilization possible." The remainder of the section attempts to explicate what that means. In the third part of the paper we try to spell out in some detail what the social responsibilities of Indiana University at South Bend are with reference to the various recommendations that emerged from the 24 task forces that were part of the "Agenda for the '80s" project.

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1. FISCAL PROBLEMS OF LOCAL GOVERNMENT:  
RETRENCHMENT AND BEYOND

American cities are in the midst of a serious fiscal crisis. This has been brought about by persistently high rates of inflation, strong pressures for tax reductions or tax freezes, an exodus of middle and upper-middle income taxpayers to the suburbs, an exodus of factories to the suburbs or to Sunbelt cities or to foreign countries (which means an exodus of jobs), a decline in the quality of retail establishments in the city with the opening of suburban shopping malls, and substantial reductions in the amount of federal dollars available to help older cities respond more effectively to their most pressing problems. While all of the problems alluded to above are national in character, it seems that there are some possibilities for effective response at the local level. Hence, we offer the following recommendations for consideration.

1. Since property taxes are a major source of local revenue, we recommend more frequent and realistic assessments. A frozen rate could be maintained, but it would be applied to an assessed valuation that accurately reflected the real value of the tax base.
2. Currently in Indiana the state government has almost total control of the financing of local government. There is a local option tax, but only the county council can adopt the tax when it is the cities that need the money and that have no say in the process. Hence, it is recommended that the power to adopt a local option income tax be given to a board consisting of representatives from all local units of government in an area.
3. We recommend that there be more community education about the financial problems of local government so that critical decisions can be made on the basis of an understanding of issues that was achieved outside a "crisis atmosphere."
4. It is recommended that we consider mechanisms for tax-base sharing. There are two major goals of tax-base sharing: (1) to decrease intra-regional competition for new business and industry, and (2) to reduce fiscal disparities between older, declining cities and the more affluent surrounding regions.
5. It is recommended that the community should make a better assessment of those municipal services that should be categorized as "needs" and those that should be categorized as "desires." For the latter it is suggested that a system of user fees be adopted.
6. It is recommended that opportunities for the consolidation of services be explored where there is overlap of service provision by several units of local government.
7. It is recommended that all opportunities for achieving efficiencies in service delivery be explored, e.g. investing in computers in order to reduce the need for clerical help.
8. If all else fails, it might be necessary to reduce the services that are provided by the city. If this were to become necessary, then great care must be taken to ensure that the reductions are fair, i.e., that those social groups that are politically and economically weak do not bear a disproportionate share of the service cuts.

Finally, it should be noted that some policy analysts have recommended that a closer connection be established between those who are beneficiaries of a public service and those who pay for it, which would imply that those who did not pay for a service would not receive any it. However, it would appear that part of the purpose of government, any level of government, is to produce and protect a broad range of public goods, and that it is this connection with public goods that distinguishes the public sector from the private sector. Hence, if a city were to establish that close connection, the distinction between private goods and public goods would be severely eroded. The city would be just another distributor of private goods; you would only get from the city what you could pay for from the city. Who, then, would be responsible for providing essential services for the poor, the unemployed, and those others who in whatever way are disadvantaged by fate or circumstance? Would we really want it to be the case that the costs of curb-cuts and special washrooms for the disabled in public buildings should be borne exclusively by those who are disabled?

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## 2. URBAN REGENERATION: DOWNTOWN DEVELOPMENT

Over the past couple decades we have all witnessed the gradual erosion of downtown areas as commercial areas in our cities. There have been many reasons why this has come about. In the earlier part of this century the downtown area was a natural focal point for all sorts of community activities, just by virtue of its central location, the availability of public transportation, and the relative lack of private transportation. But all that changed in the intervening decades. The building of the suburbs, the multiplication of private transportation and the decline of public transportation, the building of shopping malls and entertainment complexes in the suburbs, the lack of convenient parking in downtown areas, the physical deterioration of downtown areas, all conspired to undermine both the social and commercial vitality of the downtown area.

Over this past decade we have also witnessed in many communities efforts to reverse this process of abandonment and deterioration in the downtown area. That is, there have been many efforts to revitalize downtown areas as commercial centers. Most often these efforts were the product of joint private and public investment. There have been a few success stories thus far, and there may be more in the future, but that is far from clear. Powerful social and economic forces effected the changes that we have seen in our downtown areas. It is by no means evident that those forces can be reversed, nor is it clear that they should be reversed.

Perhaps we need to think of the downtown area in terms other than commercial development. Perhaps we need to ask ourselves how important the downtown area is to the life of our community. Often we speak metaphorically of the downtown area as the "heart" of the community. Certainly downtown areas tend to be near the geographic center of a community. Perhaps it is important that we think of an area such as that as "public space," as space wherein certain social activities vital to the shared life of the community can occur. What sorts of activities do we then want to promote? Surely the Ethnic Festival is one of those activities. Also, Century Center has provided South Bend with a very important kind of public space in which celebrations of the life of the community have occurred. Even the First Source-Marriott Center with its vast atrium and generous use of glass contributes to the creation of public space in the downtown area. In the light of this discussion, the following recommendations are offered for consideration.

1. Since it seems that we want to continue to think of the downtown area as public space, it is appropriate that a public-private partnership assume responsibility for, and provide the financial resources for, the continued revitalization of our downtown areas.
2. The process of downtown development should be initiated and controlled at the local level, rather than at the state or federal levels.
3. We must not narrowly focus our thinking about the downtown area to commercial possibilities. If we are to think of the downtown area as public space, then we ought to provide community forums where citizens of the community will have an opportunity to articulate their sense of what they believe the downtown area ought to be.
4. Downtown redevelopment should not be thought of as an end in itself, but rather, as part of the larger process of urban regeneration.

5. It is important to recognize that if the private sector is to be heavily involved in the downtown area, then those private developers will have to be able to turn a profit. Developing downtown areas in older cities is a risky venture. Therefore, it is appropriate that local governments assist in reducing the level of risk to whatever level necessary to make a project competitive with other comparable projects.

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### 3. COMMUNITY QUALITY OF LIFE: MAINTAINING A QUALITY ENVIRONMENT

St. Joseph County and its citizens are blessed with one of the best ground water resources in the nation, air quality that is very good during most days of the year and a temporary solution to the disposal of solid wastes. Does the next decade hold only silver linings or will some storm clouds appear?

One of the foremost concerns for the decade will be the contamination of our ground water supply. The number of pollution cases in the last five years darkens the future.

Sanitary land fills are only temporary solutions to solid waste disposal since they eventually fill and new choices, always difficult, must be made. Will technological breakthroughs allow for better and more permanent solutions? Will old landfills on porous soils contribute to groundwater pollution? There are hopeful signs for the former and trepidation concerning the latter.

Air quality holds a silver lining for the future given past gains. However, much depends on citizen actions and improved concern or the silver lining will be tarnished by increased emissions, mainly from citizen sources within the region or other sources outside our region.

The following are collective suggestions for improving the community quality of life by promoting a healthier environment:

1. Encourage local, state and national officials to enforce the existing laws related to the environment, to study areas in which legislation is needed to prevent future problems, and to continue present laws that have improved the quality of our environment. If an area of need is perceived, action should be taken first to create the appropriate regulations or modify existing regulations and second to enforce the regulations along with appropriate penalties.
2. Encourage public forums and environmental education programs in public schools, that seek to inform the public about existing environmental problems, ways to prevent problems in the future and the consequences of various environmental actions.
3. Encourage constructive alternatives to walk-a-thons and similar activities. For example, instead of sponsoring a walk-a-thon or bike-a-thon, a group could sponsor a "bag-a-thon," seeking pledges for each bag of leaves collected in the autumn in heavily wooded neighborhoods. Such a project not only eliminates the prospect of clogged drainage basins, but also yields an alternative to burning that results in cleaner air. Clean-a-thons that remove litter from roadsides and neighborhoods would beautify the environment and promote pride in the community.
4. Encourage public transportation over private to reduce auto emissions.
5. Encourage both urban and rural citizen practices that conserve the fertility and energy resources of the land and that limit the introduction of pollutants into the atmosphere and ground water. Such practices would include more organic gardening, integrated pest management and minimal fertilization of urban lawns.

6. Establishing funding mechanisms for improving environmental monitoring and regulation on the local level, perhaps through a surcharge on items or services that potentially are harmful to the environment. The funds could be used to fund environmental protection and cleanup programs.
7. Encourage the exploration of alternative solid waste disposal methods through active participation in citizen forums, citizen committees and support of public officials and others who seek such alternatives.

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#### 4. COMMUNITY-BASED APPROACHES TO CRIMINAL JUSTICE

The underlying assumption of this presentation is that planning can effectively control crime, crime especially in the St. Joseph County area. How effectively has previous criminal justice planning, in fact, controlled crime.

To begin with, there really has never been a true criminal justice planning process. Prior to the present time, Federal funds were available to State and Local Criminal Justice Agencies through an organization known as LEAA - the Law Enforcement Assistance Administration.

Presently, the economic situation is such that no longer does LEAA exist. In effect, no longer are Federal funds available to control crime at the local level. Not only are Federal funds not available, but also local criminal justice components in individual agencies must have to contend with each other, given a diminishing State and Local tax base, for the funds that are available.

##### 1. Each Community Must Create a Cutback Mentality

The question of President Reagan's new federalism raises the challenge to us, "How do we operate, in fact, in cutback management situations?"

In this potentially turbulent environment, predominant management imperatives will likely involve a search for new ways of maintaining credibility, civility and consensus. What we will need are new solutions to the lingering problems of how to manage crime control and at the same time, maintain the viability of the constitutionally established democratic processes.

As pointed out in the more formal paper prepared for this workshop and the recommended readings, dictators and other forms of tyrannical governments are very good at controlling crime. They simply abolish citizen freedom. However, in the process, civil liberties and constitutional rights and processes are also controlled and denied.

Cutback as a solution, then, is necessary and imperative. We are experiencing an erosion of an economic base, inflation, and taxpayer revolts - we have been living with Proposition 13 since 1972 - these limits to growth should not be construed as an end to effectiveness, rather, they should be taken as a blessing in that they provide us with new challenges that obviously a re-evaluation of existing human resources and existing material could meet.

##### 2. In Contrast to the Cutback Management Mentality, What Should not Exist is a Tooth Fairy Phenomenon:

The tooth fairy phenomenon recognizes that few people believe that the talk of cuts are real or that cuts will be permanent. Here, the attitude is naively optimistic, that is, that the decline in funding is temporary and the cuts will be restored by someone else - the tooth fairy.

Managerial appeals for voluntary sacrifice tend to be met with a "you first - then me" response from middle or lower levels of the organization. This is the predominant attitude at budget time when salary negotiations are underway and requests for salary increases are presented by the lower levels of organization.

The field of organizational development teaches that the best way to manage change in light of decreasing financial resources is to encourage maximum amount of participation by all affected parties. But, a system of rational cutbacks will require that some people and programs be asked to take greater cuts than others. Participation, in turn, also encourages protective behavior by those most likely to be hurt the most.

A third problem paradox is the forgotten deal paradox. Ideally, organizations should be able to plan cuts and attrition on a multi-year basis. Such an optimum arrangement would allow organizations to plan its cuts so that within six months, two years, or further, that agency will be allowed to fill some vacancies, replace some equipment, or restore some services when needed. This kind of arrangement is much less likely to succeed in the public sector because the top management team usually lacks the continuity required to make and keep bargains within a long-time frame. Public officials will resist multi-year bargaining if they fear that they or other parties to the bargain will not be around when the cuts are to be partially restored. Lastly, there is the "mandate without resources" problem. In an age when expenditures continue to out-run revenue, inevitably what happens is that in order to continue the protection of civil liberties and constitutional processes-higher units of government mandate without consideration to local financial resources.

3. The Criminal Justice System Must Look Beyond Itself and Recognize that Not Only are the Police, the Courts, the Correctional System, the Parole and the Juvenile Services the Only Components of the Criminal Justice System, but that the Citizens are Involved at Either End of that Criminal Justice Spectrum
4. Conclusion - The Position of this Presentation is Calling for the Creation of a Criminal Justice Advisory Commission

At a minimum, the Criminal Justice Advisory Commission will function as an Advisory Board to analyze the criminal justice problems and to recommend fiscal priorities and/or community based solutions.

Basically, the Criminal Justice Advisory Commission will function to:

- (1). Identify its planning task and establish broad project goals;
- (2). Gather information and establish criteria for analysis;
- (3). Analyze information and evaluate the findings and classify the perceived needs;
- (4). Develop policy and publish a formal policy statement (A Master Plan);
- (5). Translate policy into programs; and
- (6). Implement programs and monitor and evaluate to ascertain cost effectiveness and goal attainment.

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## 5. CORPORATE RESPONSIBILITY: TOWARD A WORKABLE MORAL IDEAL

This paper attempts to establish a framework for discussing the notion of corporate moral responsibility. There are two major questions that need to be addressed. First, what precisely do we mean by the notion of corporate moral responsibility? Can a corporation have a conscience? Or is it the case that only individuals can be morally responsible or irresponsible, and that corporations are by their very nature amoral entities? Second, assuming that corporations can be morally responsible or irresponsible, what then are the limits of corporate moral responsibility? That is, what is minimally required of a corporation in order to judge that it is behaving in a morally responsible manner? Implicit in this latter question are two further questions: To whom are corporations morally responsible? For what are corporations morally responsible? Clearly corporations have responsibilities to their stockholders, their employees, their customers, the communities in which they are physically located, and so on. Just as clearly, corporations are responsible for making a profit, providing jobs, paying a fair wage, obeying the law, and so on. Having said this much, we still leave unanswered a large number of critical and controversial issues with respect to the nature and limits of corporate responsibility.

There are three major views that may be sketched out with respect to corporate responsibility. First, there is the view of the distinguished economist from the University of Chicago, Milton Friedman. His contention is that the only responsibilities of a corporation are to make a profit and obey the law, and this is to be done by engaging in open and free competition without deception or fraud. This may be dubbed the "minimalistic" view of corporate moral responsibility. Second, there is what I shall refer to as the "negative duty" view of corporate moral responsibility. This is somewhat more stringent than the previous view. According to this view the primary moral responsibilities of corporations may be defined in terms of a series of moral prohibitions, including such things as not engaging in fraud or deception, not engaging in unfair business practices, not violating the rights of employees or stockholders, not selling unsafe products, not jeopardizing the lives of workers with unsafe working conditions, not polluting the environment or carelessly disposing of hazardous waste materials, and so on. This somewhat indefinite list may be summarized by saying that the chief moral responsibility of a corporation is "to do no harm."

There is a third view of corporate moral responsibility that needs to be identified which I shall refer to as the "positive duty" view. According to this view, which is more demanding than either of the first two views, a corporation has a moral obligation to improve the quality of life in a community in certain respects that are morally relevant. For a proponent of the "positive duty" view a corporation, in addition to fulfilling the requirements imposed by negative moral duties, must seek (as one of its positive duties) to correct a broad range of injustices in its community insofar as it is within its power to do so. This may include working to correct various forms of racial discrimination in the community, providing training and job opportunities for the poor and disadvantaged even if this means some reduction of profits, locating a new plant in a poor area of the city in order to provide job opportunities for the residents of that area, and so on. Certainly this last way of understanding the notion of corporate moral responsibility is much more inclusive than the first. Many would argue that the limits of moral responsibility are established by the second view, that a corporation that avoids inflicting harm is acting in as re-

sponsible a manner as possible, and that to ask anything more of a corporation is to ask the unreasonable, the unrealistic, and the undesirable.

The position that I defend is the view that corporations are enough like individuals with respect to their moral status that they have moral responsibilities analagous to those of individuals. Thus, corporations have both positive and negative moral duties that they must attend to and integrate into their corporate decision making structure. In terms of the question raised earlier, what this means is that corporations do have some moral responsibility for being responsive to the problems of poverty, urban decay, racial discrimination, and despoliation of the environment in their community insofar as they are able to be responsive to those problems. Admittedly this is not a terribly precise claim, yet it is a significant claim that, if observed, will result in the modification of the behavior of corporations. The imprecision of the claim is something that we also find when we are talking about the behavior of individuals. For example, an individual might be very careful not to harm anyone or in any way to violate their rights, and so he would fulfill all of his negative moral duties. But he might also never give a penny to charity, never volunteer to help with a community project, never lend a hand to his neighbors in need, tolerateracial discrimination as practiced by his co-workers, watch someone get mugged on the street and fail to intervene in even a minimal way, e.g., by calling the police or distracting the attacker, and so on. It seems to me that we would judge such an individual to be morally deficient, not in the sense of falling short of some very high moral ideal, but in the sense of falling short of the moral minimum that would be required of everyone. Now it is obvious that there are millions of injustices that are occurring every day in the world, that billions of poeple are starving, receive inadequate (if any) medical care, have little in the way of educational opportunities, unsanitary living conditions, and so on. No individual has the resources or the abilities to be responsive to these massive problems. For that matter no corporation would have the resources either. Hence, no one can be judged to be morally blameworthy for having failed to be responsive to these problems. But we should not conclude from this that because we cannot do everything that we have no moral responsibility to do anything.

It would be unreasonable to expect any individual to use all of his/her income to meet the needs of the poor in his community. Likewise, it would be unreasonable to expect that a corporation should use all, or even a very large fraction, of its profits to be responsive to the social problems of a community. But if a corporation was wholly indifferent to the welfare of the poor and disadvantaged in its community, if a corporation never was responsive to racial injustices perpetrated in its community, if a coporation simply ignored blatant abuses of the environment by other businesses in its vicinity, if in short a corporation did nothing more than observe its negative moral duties, then it seems that we would be correct in judging that corporation as being morally deficient, as having a muted and stunted and insensitive moral character. Obviously, to get a precise sense of what is being argued for here, cases have to be considered. But for now it is sufficient to establish the general point that corporations have both positive and negative moral duties, and that these are part of what is minimally required of a responsible corporation.

Though this paper concludes with a certain degree of force, it is not intended to end discussion of the many issues of corporate responsibility. Rather, it is intended to serve as a stimulus and focal point for further discussion. My one recommendation is that area colleges and universities, especially philosophy and business departments, take the initiative in furthering discussion of those matters of corporate responsibility that are of corporate responsibility that are of critical importance to this community.

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## 6. COMMUNITY QUALITY OF LIFE: CITIZEN PARTICIPATION

"The tyranny of a prince in an oligarchy is not so dangerous to the public welfare as the apathy of a citizen in a democracy."

Montesquieu

The Citizen Participation Task Force defined citizen participation broadly as the work done by individuals, committees, and diverse groups of citizens who become active as volunteers in the social and governmental affairs affecting their lives. The level of participation ranges from voicing opinions, providing free work hours for a cause and voting in election to monitoring the decision-making processes of social agencies and governmental bodies and serving on decision-making boards.

Following are a few general suggestions for more effective participation that could be used as a basis for recommendations to the local government and citizen involvement groups.

1. General issue education is important both for the individual citizen and the group. Ways of accomplishing this are as follows:
  - a. better use of the media - television, radio, newspaper articles,
  - b. town meetings dealing with issues, not just to meet candidates,
  - c. issue oriented mailings.
2. Specialists may serve valuable roles in educating interested individuals on the more complex aspects of issues. For instance, if a group is interested in learning how city tax revenues are used, they may need help with reading budgets, learning how to get access to public records, and asking the salient questions. Workshops provide the best atmosphere for specialists to impart information. Governing bodies or agencies could co-sponsor them with citizens groups such as the League of Women Voters, United Way, Urban League, American Association of University Women. The "Agenda for the 80's" could be a pattern for others.
3. A directory of citizens willing to share their skills with groups could be of use. The best example in South Bend of this kind of directory is the Know Book compiled and distributed by the Voluntary Action Center.
4. Since access to media can make or break a citizen remonstrance group, a workshop on how to effectively and properly use the media, including strategies that have worked for others and advice directly from the media, including strategies that have worked for others and advice directly from the media itself, could be organized.
5. Leadership lobbying and organizational skills must be taught to citizens. Step by step manuals should be identified and made available to groups.
6. Agencies, public boards, and government bodies should make time for public response after each issue is introduced or allow for some format of discussion. Too often the two groups just speak at each other for separate blocks of time and then the governing body makes its decision. There is really no interaction or discussion.

7. If the body mandates a citizens committee, then it should make sure that it opens a means/system-of-communication between itself and the committee. Committee members need to have feedback which signals that their suggestions and ideas are being considered.
8. Mandated citizens advisory committees should review policy on a regular basis. If they are not to be a policy making unit, that should be made very clear from the beginning. The specific task of the committee should always be clear.
9. The timing of citizen input is very important. If suggestions are asked for after decisions have already been made or processes put into motion, the public is frustrated and the governing body is on the defensive.

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## 7. ECONOMIC DEVELOPMENT: CREATING INDUSTRIES FOR THE FUTURE

All communities face the problem of developing and maintaining an economic base so as to make possible the efficient provision of all the goods and services required to insure a decent life for all of its members. A decent life implies opportunities for productive work and the equitable distribution of the community product in keeping with the basic requirements of human dignity and health.

Optimizing the output of a given community demands the delicate balancing of the public and private sector of the economy. The latter cannot operate without the infrastructure provided by the public sector in the form of institutions, capital and services. It follows that the private sector must support the public sector through taxation so that the marginal productivity of public dollars is equal to that of private investment. Both under and over taxation can lead to a hostile environment for private investment as a result of either a deficient infrastructure on the one hand or public waste and profligacy on the other.

Each community also faces the problem of balancing its internal economic activity against that of the world around it. In more specific terms each community must decide what it is to make and export to the outside world in exchange for these products and services it must import. If the community is to optimize the economic well-being of its citizens, it must produce those products and services for which it has unique talents and capabilities by virtue of its material, labor, capital and institutional resources.

Predicated on the foregoing, we in the South Bend Metropolitan Area face the problem of determining how we can best go about the task of building a durable and healthy economic base for the future. This objective translates into the question of discovering and perfecting the unique economic resources of our area in terms of the specific requirements of those industries which we seek to retain and/or attract.

It is obvious that the entire economic development program hinges on a careful and exhaustive study of our local resources and the identification of those industries which have unique requirements that can be ideally fulfilled in our area.

### HUMAN RIGHTS AND VALUES

1. Any economic development strategy must take account of its impact on human rights and values. As stated previously, the ultimate aim of economic development is providing the opportunity for productive work and the equitable distribution of the community product so as to enhance human dignity and health.
2. Building the economic base should insure job opportunities for all members of the community ready, willing and able to work. This is a right of the individual and an obligation of the community. It follows that all effort must be expended in providing regular employment without heavy cyclical variation. At the same time, emphasis should be placed upon the fostering of those businesses which are in the early stage of their growth cycle.
3. Another consideration concerns the health not only of our workers but of the citizenry in general. This principle suggests the attraction of those industries which are nonpolluting and which at the same time provide jobs that are relatively free of unsafe and unhealthy working conditions.
4. Another issue regards the unique job requirements of women and minorities. Both of these groups deserve careful consideration in any economic development plan so that their job opportunities are as ample and rewarding as those of the other segments of the population.

OPTIONS FOR THE FUTURE

1. Capital Resources. It is clear that one of the critical ingredients in the economic development process is the supply of capital, particularly to young and small firms in the early part of their life cycle. David Birch in his book, "The Job Generation Process" points out that in the period 1969 to 1976, 16,000,000 new jobs were created, only a million of which were generated by the top 1,000 American corporations. Surprisingly 66% of these jobs were created by firms with 20 or fewer employees; 77% by firms with 50 or fewer employees; and 82% by firms with 100 or fewer employees.

Action on our part to help small business obtain venture capital can involve a number of strategies, including counseling with regard to venture capital sources, the formation of a local development corporation with the support of private investors and the creation of a public development corporation through the use of bond issues and tax revenues.

2. Management Development. Another critical need on the part of small business is that of management advice. It would seem particularly useful to create a large publicly supported management consulting firm with expertise in all branches of business operations. Such an activity would depend heavily on volunteer services of senior executives, active and retired, in order to make high quality consulting services available to small business at minimum cost. Some efforts in this direction have been initiated by the Small Business Administration but much more needs to be done.

3. Manpower Development. Recognition of the dynamic changes taking place in the manpower needs of the future strongly suggests that the community launch an aggressive training program to generate an ample supply of those skills and talents being required by the growth industries. Such a program would involve an extensive counseling project and cooperation among all educational institutions at the secondary, college, and university levels in the offering of appropriate courses and curricula.

4. Tax Policy. A high priority question being raised by all business concerns the nature and level of taxation as levied against the firm. Our action in this sector is of course limited to tax policy at the local and state levels. It behooves all of us interested in economic development to foster a thoroughgoing review of all taxes looking towards the possibility of simplification, elimination, reduction and abatement. Execution of this program however, should make certain to balance public needs against private development, while at the same time avoiding the shift of tax burden from one firm or kind of business to another. Such a program of tax reform should be long-run in perspective to insure the optimum development of both the tax base and the economy.

5. Educational Resources. There is little doubt but that our present educational resources make our community as unique and possessed of considerable competitive advantage. There are several ways in which these resources can contribute to the area's economic development. First, is the availability of world renowned experts in a wide variety of disciplines, including scientific, economic, social and humanistic, supplemented by support facilities and equipment. Second is the availability of a wide variety of courses and curricula leading to degrees at both the undergraduate and graduate level. Third is the presence of continuing education programs and facilities. These three facets of our educational plant could be enormously valuable in the area's economic development if they could be adapted in form and time to the needs of industry, individuals and their families in the area.

6. Marketing Program. A key element in our success will be the design and execution of a comprehensive marketing plan which articulates the mission of our area in terms of the match between our unique resources and the needs and wants of highly targeted industries. Such a plan will necessarily incorporate an extensive promotional program at the regional, national and international levels involving not only a mass communications approach but a face-to-face selling effort as well.

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## 8. COMMUNITY QUALITY OF LIFE: CARING FOR THE ELDERLY

One of the clearest demographic trends in this century has been the aging of this nation's population - the so called "graying of America". In 1900, according to the Bureau of Census, only 3.1 million persons were 65 years of age or older (four percent of the total population). By 1980, the number had grown over eight times, reaching 25 million (or 11 percent of the population). Persons 55 and older now number nearly 47 million in this country.

The population of older persons has also been increasing at a much more rapid rate than the general population during most of this century. The decade of the 1970's continued this trend of rapid growth as the population 65 and older increased by nearly 24 percent, compared with a rate of little more than six percent for those under 65.

Obviously, the aging of our population has significant and far-reaching implications for both our society and the policies required to address this trend in a meaningful way. Besides population figures, the Louis Harris public opinion study done for the National Council on Aging in 1974 points out other differences between the elderly and the rest of the public. First, the older population has a higher proportion of women (59 percent of the older public is female, compared with 52 percent of those under 65). They tend to be poorer than the rest of the public (the median income for those 65+ is \$4,800., compared with \$12,400. for those 18 to 64 years old). They are less well educated (63 percent of them never graduated from high school, compared with only 26 percent of those under 65). They are more white than the rest of the population (90 percent of the older public is white, compared with 83 percent of those under 65).

According to the 1970 census, St. Joseph County, Indiana had a total population of 245,045. Of that figure, 34,826 or 14.2%, are aged 60 and over. By 1980, the census revealed that St. Joseph County had a total population of 241,617. And of that figure, 40,565 or 16.8%, are aged 60 and over.

The elderly have many areas of need. In this summary we shall focus on two: education and crime prevention.

Education for older persons should include:

- 1) Education for education's sake - inner satisfaction
- 2) Education for retirement - pre-retirement seminars
- 3) Education for post-retirement - budgeting, tax breaks, etc.
- 4) Education for societal utilization - job retraining

Some colleges are offering classes for older persons at reduced rates. This is a very positive development which some of our local institutions of higher learning may want to examine.

### A. CRIME PREVENTION

1. A program that would help protect the elderly against fraud particularly relating to the various "con" games and insurance schemes of various types.
2. Programs that would help banking and other financial executives to aid senior citizens, and/or caution them, when they appear to be making an unusually large withdrawals and maybe asking questions about financial schemes which appear to be unwise.
3. Police units might be formed to help make restitution to elderly victims of crime so that in a way of prevention, young persons would know that they themselves and their families would be subject to actually having to help their victims.
4. Programs such as "handy-man" that would aid seniors in preventing repeated burglaries of their home and apartments, concentrating on high crime areas.
5. Building code revisions that would specify the type of security which must be in place in order to rent to a senior citizen.

6. An emphasis on such programs as Neighborhood Crime Watch and others which would again act as not only crime prevention but also perhaps include education and training ('self-help') programs.
7. A reduction in the "target of opportunity" types of crime by educating the elders to protect themselves and avoid situations where they place themselves in danger.
8. Some type of protection which would encourage victims to appear in court as witnesses against criminals (again, preventive in nature if this program becomes well known to prospective criminals).
9. A program such as "Carrier Watch" which in St. Louis involves postmen who look after the senior citizens on their route who are currently living alone. Mail not collected within a certain amount of time alerts the carrier to notify an agency which then attempts to reach family, neighbors, or even police.
10. Primary to the area of prevention might be a program of responsibility such as is now taking place in Scotland which encourages a sense of responsibility in the community towards the elderly. Such a program compliments the more formal social service systems and attempts to sensitize the entire community to the needs and protection of older persons.
11. Similar to the program in St. Louis, the Federal Republic of Germany and Sweden are also using postmen to aid the elderly. These carriers are given two-day courses at a geriatric center and alerted to the needs of older persons along their route. They then act as reporter and, in general, communicators between the elderly and the community at large. These and other ideas might be used to emphasize Prevention and thus attack the problem of crime quite literally before it even happens.

#### B. CRIMINAL CODE AND PUBLIC POLICY SUGGESTIONS

1. In cases involving violence against the elderly it is suggested that "plea bargaining" be carefully controlled and particularly where there is serious injury for the elderly that there be no plea bargaining allowed.
2. The state and all 92 counties should establish victim assistance and advocacy programs.
3. Laws might be enacted and enforced so that financial restitution is a necessary result of those criminals acting with violent bodily harm to the elderly. Consider mandatory sentences for those convicted of violent crimes against the elderly (the overcrowding of the state's prisons must be considered when evaluating this possible solution).
4. To adopt stronger laws which would mandate stiff penalties for anyone convicted of intimidating or assaulting elderly victims and witnesses to the crime.
5. Additionally, we could look to Australia and the "Granny Flat" experience. That is, the Australians use a form of public housing which permits older persons and their families to live very close together and help each other out when necessary, yet which permits each to maintain independent living arrangements.

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## 9. STATE AND LOCAL TAXES: ISSUES OF EQUITY

The specific subject of this task force and their working paper is "Taxation at the Local Level". In discussing our topic, our group noted that on the local level, authorities do not have control over levying taxes but rather are dependent on the State Legislature. Consequently, the issue of local taxation is a state issue. As we began our work, the South Bend Chamber of Commerce released a paper entitled "An Economic Development Analysis on Indiana's Tax Climate". This paper was presented by the Taxation Task Force of the "Chamber's" Long-Range Community-Economic Development Planning Program. The Taxation Task Force made certain recommendations (resolutions) pertaining to the Indiana State tax structure. Our task force felt that to "re-do" or critique the "Chamber's" report would be counter-productive. Consequently, we decided to build on the "Chamber's" report by evaluating the significant state taxes according to the following criteria.

The Standards for judging the merit of a tax are:

### EFFICIENCY

The characteristic of tax collection which provides a minimum of expense, waste and effort.

- a) Certainty - the taxpayer should know the tax liability, what is being taxed, and when to make payments.
- b) Convenience - the time and manner of payment should be as desirable as possible.
- c) Economy - the cost of compliance and collection should be low relative to the amount collected.

### LIBERTY

The property of a tax that facilitates, or impedes least, the optimum allocation of resources consistent with the desires of consumers.

- a) Neutrality - consistent with the free, optimal allocation of resources.
- b) Support - sustains or encourages a high level of economic activity.

### EQUALITY (Equity)

The question of justice.

- a) Analysis - identifying progressive, proportional and regressive tax rates; tax liability as a percent of income.
- b) Shifting - Where does the burden of the tax rest?

### ADEQUACY

The effectiveness of the tax in terms of the amount of revenue it generates.

Thus, using the above criteria, the analysis that follows will attempt to evaluate the following state taxes: personal income; corporate income; sales and various excise; and, property -- both real and intangible. This report summarizes individual studies done in considerable depth by the members of the task force. There is no simple way of summarizing this paper. Hence, we invite the reader to examine the paper in its entirety. Also, the most critical questions have to do with how we choose to balance these competing values in adopting fair policies of taxation. That is not a matter that can or should be settled by a task force. That requires a much broader community discussion.

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Tower Federal Savings and Loan

## 10. URBAN REGENERATION: NEIGHBORHOOD REVITALIZATION

There are no easy ways to bring about neighborhood revitalization. In general, urban neighborhoods have declined as part of the overall decline of our older industrial cities. If any one factor is to be identified as being pre-eminent in this decline, it is probably the flight of the middle-class to the suburbs and the fringe areas of the cities themselves. This eroded the tax base of the cities, but more importantly, it eliminated the major source of private money used for neighborhood maintenance. That is, after the flight of the middle-class the people who remained were usually from lower socio-economic classes. What this suggests is that it is extremely difficult to revitalize any declining neighborhood without some level of public financial support. This is a critical factor, but it is not the only factor. Political leadership, strong neighborhood involvement in the development of that plan are also significant factors in any effort at neighborhood revitalization. In light of this summary, the following recommendations are offered.

1. The Mayor and other political leaders must take a strong, active role in neighborhood and commercial revitalization. This includes allocation of public improvement dollars, paying attention to zoning changes, and related public works support.
2. Neighborhood leaders must be familiar with the structure of local government so that they can effectively use various access routes to local government leaders.
3. Given that resources for neighborhood revitalization are always limited, they ought to be carefully targeted. It may be the case that some neighborhoods are so bad off that nothing short of unlimited resources could save those neighborhoods.
4. A comprehensive neighborhood plan must be developed for each neighborhood seeking to revitalize itself. That plan must include substantial input from local neighborhood leaders who ultimately will be responsible for marketing that plan to the neighborhood at large.
5. If commercial revitalization is part of the neighborhood redevelopment effort, then professional loan packagers must be available to help local businessmen arrange the loans necessary to improve their stores.
6. While all of the above recommendations can be carried out at the local level, it seems that some portion of the financing will have to come from state or federal sources. This does not seem unreasonable, given the federal tax incentives that made possible the rapid development of the suburbs.

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## 11. ECONOMIC DEVELOPMENT: ENERGY AND THE FUTURE

South Bend and Mishawaka are typical of most communities around the nation in not being able to effectively control many of serious energy problems local institutions and people encounter. Virtually all the energy required by communities such as ours must be provided by fuels and from sources controlled or located elsewhere. Many of the causes and solutions of major energy problems depend upon the actions and activities of large energy companies and the federal government, not local institutions or individuals. The South Bend-Mishawaka area, like virtually every community in the nation, has no conventional sources of energy supplies of its own and thus must depend on fuels produced and shipped from distant places.

Since our energy problems and needs are national in scope and impact, we must depend on the federal government to play a strong role in leading society toward broad-scale energy patterns and practices that are more efficient and less polluting. The current Administration has abdicated responsibility for this kind of leadership and chosen policies which are conducive to high cost and polluting energy usage.

A major campaign promise of President Reagan was the elimination of the Department of Energy. It seems unbelievable that a country with such severe energy problems facing it now and into the future would eliminate a cabinet level agency created to provide much needed national leadership in resolving these problems. Ferocious budget cuts by the current Administration have all but destroyed conservation and solar programs in the federal government. Nuclear energy programs have been spared the budget cuts, an indication of the Administration's strong support for nuclear power despite growing public mistrust of the safety and economics of this kind of energy. The Reagan Administration has been pressing for weakening of the Clean Air Act for the purpose, among other things, of increasing the use of coal to generate electricity. Increased coal-fired electrical generation should be accompanied by the installation of effective pollution control equipment and need not be done at the expense of the health of people and the environment. If more coal extraction is to occur, care should be taken to protect the land and waters. Unfortunately, the current Administration has rolled back enforcement programs to protect underground miners and to ensure environmental safeguards for surface mining. Accidents and deaths in underground mines are the highest they've been since 1975 and the United Mine Workers Union puts blame on the cutbacks in federal enforcement of mine safety laws.

### LOCAL ENERGY PICTURE

Hardest hit by high and continually rising energy costs are the poor and the old living on fixed incomes. The more they spend on energy, the less they have for other necessities of life such as food, shelter, and clothing, thus driving their low standard of living down even further. Only outside federal assistance can help the poor and elderly to afford the costs of fuel and of energy conservation improvements. The current Administration has sharply cut or eliminated fuel assistance and energy conservation programs for the poor and elderly, several of which were administered in St. Joseph County and surrounding areas. These programs served over a thousand households in the form of weatherization, fuel/utility assistance, and energy saving housing repairs. The only major federal assistance possibly still available to the area is the federal loan guarantee for the proposed ethanol plant, and that is in an uncertain state.

While major initiatives to solve energy problems and create new energy supplies are largely determined by actions of the federal government and big energy companies, there are actions the citizens and governments of local communities like our own can take to diminish adverse energy impacts and use energy more wisely. Suggestions have been made for using hydroelectric power from the St. Joseph River for part of

the electrical needs of the South Bend-Mishawaka area. Mishawaka has been considering rebuilding the Uniroyal dam for electrical generation and manufacturing steam heat as a by-product. So far this project is only in the talking stages. The City of South Bend has purposely sought to buy energy efficient vehicles for its municipal fleet, saving both tax dollars and energy in the process. The South Bend School Corporation has undertaken an energy savings program. The South Bend School System now plans and monitors energy use and has hired an energy planner for that purpose. Last year the cost savings for school energy conservation amounted to \$150,000.

Conservation by industry and households seems to be taking hold in the South Bend-Mishawaka Area according to data on electrical usage available from Indiana and Michigan Electric Co. (I & M) and on natural gas from Northern Indiana Public Service Company (NIPSCO). Local NIPSCO and I&M Electric data indicate a general slowing of the pace of consumption from 1977 through 1980 for residential, commercial and industrial sectors. Total electrical consumption dipped from a high of 2513.5 million KWHY in 1977 to 2486.6 million KWHR in 1980.

NIPSCO figures on local gas consumption show an especially vivid picture of conservation in which more people are using less natural gas. From 1977 through 1980, NIPSCO's residential customers increased about 5.5 percent, growing from 60,484 to 64,905. During the same period, consumption of natural gas grew at a lesser rate of 2.5 percent, from 91,870 million therms in 1977 to 94,217 million therms in 1980.

The decline in consumption is even more startling for NIPSCO's industrial users, indicating serious attention to gas saving by local industries. In 1977 NIPSCO served 467 industrial customers who together consumed 32.140 million therms of natural gas. In 1980 NIPSCO served 38 more industrial customers and yet these 405 industrial firms used 6.6 million therms less gas.

#### SUMMARY

Local energy problems are for the most part reflections and manifestations of the nation's overall energy problems. Since every little bit helps, local efforts to use energy forms and patterns that minimize consumption and pollution should by all means be continued and expanded, but it must be kept in mind that their impact is extremely limited. The most effective relief to the adverse social, economic and environmental impacts of present and foreseeable energy patterns which affect nearly every community across the country like our own is an energy strategy which first and foremost is national in its outlook and application.

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## 12. SCHOOL AND SOCIETY: FILLING THE EDUCATIONAL GAP

The future educational needs of the Michiana area require a coordinated, cooperative yet competitive marshalling of resources - of school with society - in order to provide a comprehensive response. Such a response presupposes an understanding of education that is broader than formal school, schooling and training. It posits the importance of the education that is provided both formally and informally in home, social agency, business, the union hall. It places the responsibility for education not on the school alone but on the total community.

To facilitate the total community's role in education will require the establishment of formal, cooperative linkages through a regional educational coalition whose major task is the establishment of a resource center. Such a coalition and center should result in educational services which are more efficient, effective, responsive and most importantly proactive. This coordinated, comprehensive educational activity will help "lead" the community into the future rather than, as so often happens, is merely reactive to events after they have already taken place.

Discussion of this position paper highlighted the fact that such a coalition and center is feasible because of the history of educational cooperation in the Michiana area. By building on this positive basis, the issue of competition within the context of cooperation seems to be mutually resolveable.

It is recommended that:

1. The above summary of the position paper "School and Society: Filling the Educational Gap", incorporating the responses of the resource panel and the audience at the "Seeking an Agenda for the 80's Conference sessions" be disseminated to selected community leaders in the Michiana area by October 15, 1982, soliciting their specific reactions. This would be in addition to other planned methods of dissemination.
2. Building on the responses attained from the community leaders (Recommendation 1), one or more workshops or working seminars devoted to the issues and recommendations presented in this paper be held in the Spring of 1983 (possibly as one or more of the planned follow-up seminars.) The main purpose of the seminars/workshops would be to initiate the organization of a regional Educational Coalition joining educational, business, social and governmental organizations together to enhance educational cooperation, opportunity and quality in this region.
3. Such a regional educational coalition be incorporated during the Spring of 1983.
4. One of the initial tasks of the Regional Educational Coalition would be to establish a Regional Educational Resource Center. Some objectives of the Resource Center might be:
  - (1) to serve as a regular meeting place to education, business, governmental and social agency leaders for the sharing, generation development and prioritization of ideas and plans regarding present and future educational responses to community needs throughout the Michiana area.

- (2) to serve as the educational clearing house and broker for the Michiana area providing citizens with a central place to gain information about desired educational opportunities.
  - (3) to serve as a catalyst, encouraging the various educational resources of the Michiana area to provide the specialized educational and training services required by the specialized and individual needs of the members of the community.
  - (4) to serve as the lobbying force for financial and other legislative concerns related to the broad field of education.
  - (5) through a combination of all the above, to provide an articulated, synergistic response to the educational needs of all citizens of the Michiana area by the total community organized as a coordinated educational ecological system.
5. Funding to support the development of this Regional Educational Center and the Coalition itself be sought from the state and federal governments, foundations, and from the coalition members themselves. It is anticipated that a director (resource coordinator/researcher) and secretary would comprise the initial staff. The Resource Center might initially, at least, be affiliated with the already existing School Consortium (which presently has a more limited purpose). The membership of the Coalition would initiate the initial request for funding.

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13. ECONOMIC DEVELOPMENT: NEW FORMS OF COOPERATION AMONG LABOR,  
MANAGEMENT AND GOVERNMENT

WORKING RECOMMENDATIONS

I. Quality of Working Life

- 1) Develop a mechanism that addresses the dilemma of how to share the gains produced by quality of working life and productivity improvement programs.
- 2) According to one local small business owner, in order to enhance and develop QWL in the workplace, the company and management must sincerely show an "I care" attitude toward employees' families. This can be accomplished by:
  - (a) providing the best medical and life insurance coverage that is mutually affordable;
  - (b) promote an open-door policy to help employees discuss and workout personal problems (more as a consultant and not as financier);
  - (c) offer special programs such as thrift-savings programs that yield them high interest and are tax deductible;
  - (d) sponsorship of athletic teams or programs, including physical fitness plus many other innovative programs that will aid the family as well as the employee.
- 3) Government should (a) become the initiator of quality of work life programs to get labor and management working together; (b) provide mediators to keep the program going on a sound and stable basis; (c) offer financial aid or tax incentives to fund such programs as well as the outcomes of QWL programming such as day care centers; (d) government agencies themselves can initiate and utilize QWL programs for their workplace.
- 4) Local governments must use their influence in the press whenever necessary to publicize the salient features of their communities' work environment and any successful QWL programs.
- 5) Local governments must bring in state and federal agencies when labor and management are amenable, such as Jamestown, New York.
- 6) Government at all levels should be willing to fund certain aspects of QWL programs.

II. Participative Decision Making

- 1) The promotion of participative decision making in the Michiana community by task groups and task forces is not the answer...labor and local government must unite to promote legislation that requires employers to be more responsible to their employees and the communities in which they are located.
- 2) The issue of corporate flight and the corresponding social costs inflicted in the community and its inhabitants is a problem that must be addressed.
- 3) Labor and government must participate in drawing up a public balance

- 3) sheet and in establishing a national mandate for rational, coordinated economic planning - providing both for growth and revitalization and for equity and community stability.

III. Promotion of Mutual Respect and Confidence Among Labor/Management/Government

1) National government:

- (a) provide information; (b) provide labor relations aid; (c) adjust labor laws to be no more punitive to labor than to management and vice versa

2) Local government:

- (a) offer professional services to local industry: in the area of training both management and labor personnel in communication techniques; (b) promote a spirit of cooperation among government, labor and management; (c) give both (a) & (b) above real support; perhaps administer through an intergovernmental agency

3) Management:

- (a) make a commitment to promoting labor-management communication; (b) allow labor and management some company time for regular communication; (c) promote amicable rather than adversary relationships between management personnel and labor personnel

4) Labor:

- (a) be willing to get involved in the company through communication, suggestions, etc.; (b) make concessions - possibly be willing to participate in communication, partly on personal time as well as on company time; (c) promote amicable rather than adversary relationships between labor personnel and management personnel

- IV. On an "If Japan can do it, why can't we?" premise, the need exists to develop better communications and cooperation between labor and management. Some ways to achieve this include:

- (a) The development of area (i.e. community-wide) labor-management committees; (b) the development of in-plant labor-management committees; (c) the development of QWL "Circles" in plants and factories, where this approach may complement or work better than a labor-management committee approach; (d) the adoption of participative decision making techniques

- V. In general, employers need to be more responsive to their employees and to the communities in which they are located.

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#### 14. COMMUNITY QUALITY OF LIFE: FUNDING FOR THE SOCIAL SERVICES

The social service agencies in Saint Joseph County are in the process of re-evaluating their plans and strategies necessary for meeting the future needs of our community. New challenges brought about by President Reagan's New Federalism policy and the current prolonged economic recession are resulting in increased agency workloads with the expectation of reduced funding. The problems that agencies are presently experiencing may well represent but the tip of the iceberg in terms of what could occur throughout the decade.

It is with these concerns in mind that necessitated the preparation of this working paper. The intent herein is not to speak for the community but to the community on funding-related issues that social service agencies are currently facing or anticipate facing, and to suggest some possible alternatives for consideration. Unfortunately, the complexities involved in delivering a wide range of services to meet the diverse needs of the community do not lend themselves to a simplified, neatly packaged solution.

The seriousness of the problem at hand is emphasized by a recent report from the non-partisan, highly respected Urban Institute. Hospitals, universities, social service agencies, and so on are slated to lose \$33 billion in federal support under Reagan budgets for 1982 through 1985. To offset that lost federal revenue and permit non-profits to maintain their 1980 service levels, private giving will have to grow over the next four years by 30-40% per year, which is three to four times more than the very largest increases in the past. Also, the total amount of federal cuts in fields where the non-profits are active will amount to \$115 billion over that four period. Private charitable giving would have to increase 90-100% per year in order to cover that shortfall.

As social service agencies prepare for the remainder of this decade, concerns over issues such as funding levels and funding sources, the changing needs of the community, the meeting of those needs, and the preserving of human values and lifestyles, are being increasingly expressed. The shift in direction whereby the federal government will transfer certain human service funding responsibilities to the state will certainly have a significant impact on the present delivery of social services. The bottom line will be "how we can do more with less." However, new challenges require new innovations.

The alternatives suggested in this paper are not intended to provide agencies with a prescription for obtaining additional funds to meet future needs but to share some thoughts on how they might possibly maximize the resources presently available to them. The following represents a summary of some of the more viable alternatives suggested in this paper that might serve as a focal point for discussion:

1. Re-evaluating agency goals, objectives and policies in terms of future funding expectations. Particular attention should be given to improving the efficiency and effectiveness of administrative and program services by employing such techniques as the socio-economic management concept and other proven business management principles.

2. Reassessing agency values in terms of economic efficiency and economic justice and determining whether those values that prevailed during the previous decade will suffice during this decade.

3. Developing an improved climate of coordination and cooperation with other agencies with a view of exploring the possibility of sharing professional and administrative services and linking into the neighborhood relief services system being developed by the United Religious Community.

4. Developing the level of volunteer participation within the agency through improved orientation and recognition practices and redefining the roles and expectations of professional and non-professional volunteers.

While the above four alternatives represent significant considerations for discussion, they are far from being the only alternatives.

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## 15. ECONOMIC DEVELOPMENT: MODERNIZING OUR PRODUCTION FACILITIES

Industrial operations are critical to maintaining a city's economic stability. Despite the growth of the service sector and the relative decline of manufacturing, the City of South Bend has 30% of its workforce involved in manufacturing. With the continuing severe recession in the Midwest South Bend has seen a dramatic increase in underutilized and vacant industrial buildings, as have many other communities. The question is which community has the ability to adapt to the changes in technology, national economic forces, and shifts in consumer demand? This city has shown adaptability to the changing economy repeatedly in the past. The beginning of the Century saw this city adjust from primarily horse drawn vehicles and wood-related products to industries based on machines, automobiles, and metal-related products. Several times since then the City's manufacturing community had to adapt to changing market conditions illustrated by the demise of Studebaker and the growth of smaller more diversified industries based on non-electrical machinery, technological products, and plastics-related products. However, the city is again at an industrial crossroads and the 1980's promise to be a decade of transition which will test our ability to adapt to the forces of external economics. Perhaps the most critical test and greatest resource in this city are the underutilized and vacant industrial structures and land.

At present there are approximately 2.8 million square feet of vacant industrial structures ranging in size from 12,000 square feet to 800,000 square feet. These structures are not going to go away due to the cost of demolition. Since we will have to endure the impact on our physical and psychological environment, we must learn to adapt these facilities to new uses.

### Recommendations:

1. Multi-story facilities are not hopelessly outdated if a structure can be matched with an industry that fulfills specific requirements.
2. Aside from single users, the incubator function of old buildings with multi-occupants is an important option to be considered. Since the new local industrial facility needs an average 20,000 square feet, the multi occupant approach can be applied to several buildings in South Bend. It should be noted that the idea of using old industrial buildings to "incubate" new enterprises has been tried with a high degree of success in Chicago.
3. Owners of existing structures can increase their marketability by a limited maintenance program which corrects deterioration, improves efficiency, and enhances the appearance. Typically older structures were better constructed in comparison to today's practice. However qualified experts should be used in determining the structural integrity.
4. The city's basic problem has been the lack of a coordinated approach to economic development. The problem is accentuated by the number of independent actors and the scattered available resources. The resulting effect is a lack of policy direction and development strategy. Opportunity identification and private sector response time are two of the capabilities necessary to operate an effective program.
5. The strengthening of communication between the levels of government and all actors especially Project Future will do much to make the city more competitive in marketing its available vacant structures. In an effort to strengthen communication the following government programs can be applied to the objectives of this report.

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## 16. MODERNIZING LOCAL GOVERNMENT: HOME RULE

The Task Force's conversations ranged over several categories of problems, but the group found itself reverting time and again to two that seemed basic to its members. One had to do with the efficient delivery of civil-government services despite fragmented and sometimes overlapping jurisdictions. The second was the question of a civil government's ability to provide the services its constituents want, and the related ability to pay the costs of those services through appropriate and flexible methods of taxation.

The Task Force concluded that these two problem areas are the crucial ones demanding public discussion and debate as St. Joseph County residents work toward a local-government "Agenda for the '80s."

Two factors were perceived by the Task Force as contributing negatively to the current ability of governments to deliver needed services. One is the poor economic climate in St. Joseph County, a situation grounded in recession but exacerbated by the area's declining population base. The other is the continuation of the State-mandated property-tax freeze which restricts the ability of local governments to raise the revenues they need. Whatever the freeze may originally have contributed to squeezing "fat" out of local government expenditures, the group agreed, its effect now is to make it difficult for governments to deliver legitimate services that citizens want and are willing to pay for. This state of affairs results from the fact that the freeze has persisted through a long stretch of severe inflation which has pushed up the costs of most services and, again, from the county's declining population, which has reduced or kept static its assessed valuation base.

### Home Rule

Of all the states in the Union, Indiana has long had one of the worst reputations for being stingy in State delegation of powers to local units of government. The Indiana constitution arrogates all the fundamental powers of government to the State, which in turn delegates them to lesser governmental units as the constitution prescribes and the General Assembly sees fit. Several home-rule initiatives in the General Assembly over the years have mitigated that philosophy of government somewhat, but as recently as the 1970s the State continued to guard jealously two important powers: the forms which local governments were empowered to adopt and the kinds of taxation systems they were allowed to employ in order to produce the revenues that underwrite local services. A new home-rule law enacted at the turn of the decade expanded the options of local government with regard to structure, but only marginally eased the taxation strings.

It is the taxation problem, the Task Force agreed, that stands in the way of any real local initiative toward solving the problems that afflict local governments in this decade.

What did emerge was a Task Force conviction that any real reform on the taxation front that will help local governments to discharge their obligations must come from the General Assembly. Until a genuine and flexible power to tax is delegated to local governments, such governments will not have the capacity to be truly responsive to local needs or frugal and efficient in the delivery of local services.

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## 17. COMMUNITY QUALITY OF LIFE: CARING FOR THE TROUBLED YOUNG

### Possible Community Choices

Our task force felt it would be appropriate to offer a list of possible alternatives. The list is not in order of priority nor is it exhaustive.

A. Supporting Existing Agencies: Prior to the development of new agencies and programs for youth, it might be wise to assess the agencies which currently exist to see what services are being offered and whether or not any linkage can occur between agencies. Both private and public agencies should be surveyed. On the private side there are both for profit and non-profit agencies offering service. On the public side there are both governmental and educational agencies.

B. Monitor City, County, State and Federal Funding Sources: Interest in government is a necessary component of our system. In order to see how our tax dollars are being spent each person should take an interest. Currently the Federal Government is selecting to return money to the States in the form of block grants. One of the positive aspects may be the reduction in red tape. However, a liability might be prioritization of distribution at the local level. Changes such as these must be monitored if we are to have any impact on where and how services are delivered.

At the community level we can monitor how local government allocates its funds. Elected officials welcome informed inquiries and position papers outlining community impact.

C. Monitor and Support Legislation: As concerned community members, we must look at the types of legislation that are being proposed. If we agree we should support legislation by contacting our representatives, this must occur on both a state and local level.

D. Volunteerism: In this era of shrinking resources volunteers can make the difference for a successful program. There appears to be no limit to the number of ways volunteers can be involved with troubled youth. For example, volunteers can participate in just about every social agency in the community. Many volunteer positions are in direct service such as tutoring, supervising recreation, volunteer probation officer, big brother - big sister, residential house management, staff aids, preventions workers, etc..

For those community persons who feel they would be more comfortable in a non-direct contact position, there are a variety of alternatives. Secretarial duties, volunteer coordination, planning and developing fund raising, service on boards and committees and speakers bureaus are just a few alternatives available.

Volunteers are essential and the training and experience received can result in a positive experience for all.

E. Join Groups: Many community persons have specific interests and can join a group who addresses a specific issue in regard to troubled youth. The St. Joseph County Families in Action is a recently formed organization to combat substance abuse. Neighborhood groups, social groups and professional groups can all select topic or area of need. Citizen watch dog groups have been very successful in monitoring juvenile courts, police, protective services and govern-

mental services in general.

F. Create a Community Board for Youth: Many times youth don't feel that they have any voice in what is expected of them. By creating a board comprised of influential community leaders and youth representative of the various factions in the community, an active dialog can be created to assess problem areas. This board would need the support of the governmental units and the media if it is to succeed.

G. Local Options: There are a variety of local options to deal with troubled youth. One successful program is the shoplifting clinic which was initiated by the Junior League. Another option could be the use of peer juries for first offenders. Any new or innovative concept is open to review by members of the youth serving community.

H. Develop Advocacy Programs: Often the most vulnerable groups are the young and the poor. Many youth in trouble have both of these characteristics. The community could consider the development of an advocacy commission to address the problems of youth. This advocacy commission could not only operate locally, but could have an effective voice at the state level.

I. Do Nothing: We as a community can choose to do nothing. By making this choice we have both abandoned a precious resource and condemned the community to increased problems, loss and cost. Since those in the helping profession (i.e., the "do gooders") will continue to try to do what is right, but their voice quickly gets lost in the race for programs and projects targeted at other than youth. Many troubled youth, if not helped and directed, will be tomorrow's adult offenders. The cost of treatment and rehabilitation go up and the chance of success goes down, the choice is yours.

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## 18. COMMUNITY QUALITY OF LIFE: HOUSING

The good news is that St. Joseph County has adequate housing inventory. This fact in itself does not mean that housing policy should be left on the back burner. For despite the region's invaluable assets, as much as twenty-five per cent of this stock is in some state of deterioration. Large amounts of resources are needed to keep the stock rejuvenated. As the decade of the eighties progresses, competition for these resources is expected to increase between housing and other sectors. As efforts to stimulate sustained economic growth are made, increased public resources will not be flowing to housing production. Given this constraint, communities like ours will have to make some difficult choices in reconciling the different claims on available resources.

The critical housing issues which must be addressed during the decade include determining how much of the community's financial resources must be devoted to housing and how much to economic development. In recent times, housing costs have outstripped growth in incomes. The widening gap between home prices and income has made it difficult to own homes. Since a strong income base is essential for developing and maintaining good housing units and neighborhoods, some balance must be struck between housing and economic development requirements for available funds.

Efforts are needed in distributing good housing among the various sectors of the area's population. The major issues in housing distribution have to do with the quality of housing for the low-middle-income families. Slum neighborhoods may be reduced through rehabilitation but not without some increased costs to the residents. If trickle-down is to continue, some decision must be made on housing subsidy to middle-income groups. This will not only reduce the burden of affordability but also stimulate economic development through the construction industry.

The market plays a significant role in deciding the broad questions of resource allocation between housing and economic development, and housing distribution among the various income groups. Should market forces be the sole determinants of such allocation and distribution of housing resource? How will rent control and the voucher system, soon to be introduced, impact on the quality and quantity of housing? These and other critical questions must be collectively tackled. Success or failure to resolve any or all of these issues will depend on the degree of cooperation among citizen groups, businesses, labor unions, and politicians. Is it possible to continue to provide and maintain the quality of life of the local population even in the face of a diminishing role of the Federal government in housing during the 1980s?

### 5. Recommendations

The following are the recommendations of the housing task force:

- (1) That a community-wide Housing Board--non-profit--be established and given the following duties: (a) To stay abreast of, and be prepared for, participation in municipal housing programs (i) To cooperate with state housing authorities in new programs likely to be created by reduction in federal programs; (ii) To monitor all housing programs that become available; (b) To elevate the question of housing, new financing techniques, and new programs created in the housing area to a level of awareness--heretofore not available in South Bend, (i) To attract media attention and awareness, (ii) To keep South Bend in the forefront in involvement with new housing ideas and programs; (c) To pinpoint or identify local and area financial sources for new or rehabilitation housing projects. Some examples are the Neighborhood Housing Services Project, Southhold Heritage Foundation, Project Renew Incorporated, or identifying area union and business pension funds and insist they get involved in new housing investments in our community.

- (2) To guide the current city and county administrations as to government policies as it relates to new housing  
We recommend that the Housing Board consist of the following: (a) The Director of the Housing Allowance Program; (b) The executive Director of the Home Builders Association; (c) The President of a local Apartment Association; (d) The Director of the Public Housing Authority; (e) The Director of Community Development/Redevelopment in South Bend and Redevelopment in Mishawaka; (f) A representative of a housing finance group; (g) A realtor member of the South Bend-Mishawaka Board of Realtors; (h) A representative from the Building Trades Union; (i) A representative from the Neighborhood Housing Association; (j) Appointees of the mayors of South Bend and Mishawaka and the County Commissioners.
- (3) Neighborhood Adoption Program: The city should encourage active cooperation between financial institutions and neighborhoods and neighborhood associations and agencies. For example, the area administrator(s) should promote the desire for banks to adopt the neighborhoods in which they are located; or the neighborhoods should adopt the financial institution(s).
- (4) Stimulation of Venture Capital: In the absence of federal subsidy to new housing construction, much of the needed resources for new construction and rehabilitation can be mobilized by floating revenue bonds. In spite of the restrictions that may be imposed in the near future by the federal government on the extent and specific purposes for which this source of financing is applicable, it is hoped that housing (especially for low- and middle-income groups) will figure prominently in any legislation to curb the use of floating revenue bonds.
- (5) Tax Abatement Incentives: The local administration may need to provide tax incentives to stimulate new construction and/or rehabilitation of existing structures. In addition, the state may consider write-offs on state income taxes for property ownership. This plan, if successful, may reduce the house price/income gap which reflects the difficulty of affordable homes by most Americans.
- (6) Comprehensive Redevelopment Efforts: The rapid deterioration of housing stock may be reduced by local administration's direct role in the redevelopment process. This participation may take any of the following forms or a combination of all. (i) Local governments to (a) make emergency loans to the most deteriorating neighborhoods; (b) to undertake the rehabilitation or redevelopment by themselves before turning them over to the private sector. (ii) Through effective code enforcement the local administrations may succeed in permanently reducing the area's housing stock which is of low quality. But along with this, housing will become more expensive for lower-income families. As much as possible, demolitions must be reduced to minimum because of the adverse long-run effects. In the short run, demolitions may tend to reduce the number of lower quality dwellings and to make housing more expensive to the poor.

If the private market is highly income elastic, the long-run principal effect of demolition will have been to "relocate the slums."

The main source of decent quality housing for low- and moderate-income households in the U.S. has always been, and will continue to be, trickling down of existing units initially built for occupancy by middle- and upper-income households. Hence a crucial factor determining to what extent the housing needs of low- and moderate-income households will be met is the rate of total new production in the region, since this influences the speed of trickling.

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## 19. URBAN REGENERATION: TRANSPORTATION

While the individual papers contained in this report provide an overview of some of the transportation problems and needs faced in the Michiana area, many basic questions remain unanswered. It is these questions that will form the transportation agenda in the 1980s.

The most basic of these questions is the extent to which government at all levels could and should be involved in determining the future makeup of our transportation network. At the national level should we continue deregulating airlines, railroads, and the trucking industry? Should the Federal government provide subsidies for local mass transit systems such as Transpo? Should more or less money be allocated for our interstate highway system? If, as now seems likely, the Federal role in transportation matters does diminish, should the state increase its involvement? Should the state put more resources into roads and highways, or should it subsidize public transportation? Should it do both? At the local level, should we push to build freeways, and assist trucking companies in locating terminal facilities? Should we consider going into the short-line railroad business? How much money should be provided to specialized transportation that benefits primarily the handicapped and elderly?

More specific questions will demand our attention: What will be the future of Transpo, the South Shore, and the Michiana Regional Airport? What proportion of our community's resources are we willing to commit to these enterprises? Given that we will continue to face several financial constraints for sometime to come, what are we willing to sacrifice to insure that these enterprises have adequate resources?

From another perspective, how much assistance should we give private trucking companies, the railroads, or airlines? Should we alter our streets, and roads, change traffic laws, allow bigger trucks, more noise or otherwise assist the private transportation sector?

In the area of transportation as in other public policy areas, there are no pat answers or easy solutions. Greater movement involvement in transportation matters will likely mean higher taxes, more bureaucracy, and quite possibly less efficiency. Less government involvement, on the other hand, may mean less service overall, and less equity in the services that are available, i.e., public transportation for only those who can afford it. Either they need it or not.

The questions presented here and the issues they are likely to generate represent a starting point for building a transportation agenda for the 80's. Even if, however, these questions are answered and the issues are resolved, our concern over transportation matters will not end. The development of new technology will generate new questions and stimulate new issues, and, the major factor that will affect the future of transportation is still largely unknown--the cost and availability of energy. There can be little doubt that the transportation agenda for the 1980's will depend on what happens with energy in the 1980's. Clearly, we are starting, not ending, the debate on transportation for the 1980's.

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Transpo

Medicaid and Medicare, and actively encourage a larger number of physicians to be willing to do so.

8. We recommend that area hospitals, the County Welfare department, and local township trustees, should evaluate medical assistance rendered to patients under the charge of township trustees to determine whether an alternative reimbursement system could not be established which would result in more efficient use of available resources to an identified population in need.
9. We recommend that the health care institutions in this community take a more proactive approach to meeting the health care needs of the poor instead of simply passively accepting poor people who happen to present themselves for care.
10. We recommend that the examining rooms at either Memorial Hospital or St. Joseph's Medical Center be available for a Saturday morning clinic for the poor, to be staffed by volunteer doctors and nurses.
11. We recommend that the responsibilities of this task force be transferred to what we understand to be a presently forming committee of health care decisionmakers who will be seeking to meet more effectively the health care needs of the poor. Our understanding is that David Trew, chief administrator at St. Joseph's Medical Center, is serving as the initiating leader in this project. We hope that this document will serve as a starting point for their deliberations.
12. We recommend that our own health care task force maintain itself, that it serve as a research vehicle for some of the issues raised in this paper, that it be available to serve in appropriate efforts at community education, and that it assist in whatever way possible in the implementation of the recommendations made herein.

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## 22. ECONOMIC DEVELOPMENT: JOB DISLOCATION

It was found that South Bend parallels the "social costs" of unemployment reported in national studies. Accordingly, as with the national trends, local economic downturns are marked by predictable and dramatic increases in mental health admissions, divorce, heart disease, and per capita deaths. Armed with this knowledge of local "social costs" in relation to economic downturns, local agency planners, the city government leaders and local industrial strategists can use the South Bend employment cycle as a possible guideline in planning for local short and long term community impacts.

One tool for assessing the potential impact of future economic policies on social well-being would be to develop an estimated forecast of the level of social costs that would be associated with various levels of economic indicators. The base of estimation for South Bend may be local unemployment figures.

By way of illustration, in making policy decisions about the relative social cost of unemployment rates at different employment levels, one might project the level of cardiovascular related deaths in relation to projected levels of unemployment. Then policy makers need to ask the question, "Are we as a community prepared for an additional increase or decrease of incidences of cardiovascular disease as they impact local health care facilities and supporting agencies?" Or worded differently, what impact would an increase of 10 percent unemployment have on local health care agencies?

### WORKING RECOMMENDATIONS

1. Recognize the tremendous social and economic costs of job dislocation. Task Force research clearly shows the relationship of long term unemployment to significant increases in mortality rates, physical disease, and mental disorders. Social and health service agencies must be funded at levels which enable them to address predicted increases in the need for these services during 1982-86.
2. Employers of 50 or more persons must provide significant advance notice (one year or more) of closing and phasedown of business operations.
3. Alternatives to closing should be pursued. Among political approaches are community and worker ownership or a combination of these. What may be an unacceptable profit rate to a corporation may be very acceptable to the community and the workforce.
4. If a closing is the only option or a corporation refuses to sell the operation to another party or parties, then the workforce must be provided with: extended life and health insurance coverage; training for future employment; relocation assistance; significant severance pay; pension improvements including early retirement options; counseling and job placement assistance.
5. The community impact of closings and phasedowns must be calculated in an objective manner. Such impact statements should probably be developed by a group representing labor, management, government, and academia. The costs determined provide a basis for charges to the corporation for the damage done to the community.

6. Tax incentives and other forms of public revenue investment must be targeted to create and save jobs with particular emphasis on high wage jobs. Since studies of South Bend area closings and phasedowns show that where 50 or more jobs are lost the employers tend to be owned and controlled by large corporations, public revenue investment should favor locally owned and controlled small business ventures.
7. Increased attention must be given to job creation and socially responsible investment of both public and private sector pension funds. Such funds are a major source of capital in our area.
8. Establish a public university based Center for Productivity and Quality of Worklife Improvement. Such a Center must have a broadly representative, regional governing board to give direction to activities aimed at developing socially responsible productivity improvement approaches.

There were many other good ideas discussed. Those and the ones above must be pursued as the cost of job dislocation in human and economic terms is unacceptable to the community. Whether these recommendations are implemented through voluntary cooperative efforts, collective bargaining, or legislation, the challenge of economic dislocation must be met now.

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### 23. ECONOMIC DEVELOPMENT: CAPITAL FORMATION AND COMMUNITY INVESTMENT DECISIONS

The specified objective of the task force on Capital Formation and Community Investment Decisions is to consider the question "what can be done in the private sector or by government to stimulate the formation of investment capital in this community?"

The Problem: South Bend lies within the broad geographic area and the industrial typography which the President's Commission for a National Agenda for the Eighties has identified as currently experiencing considerable "industrial disinvestment." This includes the Northeast and Midwest "industrial heartland" and the auto, steel, tire and related basic manufacturing industries. A President's Commission panel report in 1980 depicted the resulting problem as one of "local economic and fiscal distress."

Industrial disinvestment and residential outmigration have resulted in economic and fiscal consequences for beleaguered local governments and the increasingly dependent populations left behind.

The Commission's policy recommendation in response to simultaneous disinvestment in the "frostbelt" and capital movement to the "sunbelt" is, essentially, the free-market solution. That is, the Commission concluded that government policies aimed at slowing the flow would do more harm than good.

One area of economic activity where government might intervene beneficially, however, is small business. Here the Commission suggests legitimate government policy initiatives including tax revisions and investment incentives favoring small enterprise. Yet even this limited endorsement of government involvement in community economic growth is made conditional on the privacy of the private sector because, "in the final analysis the health and growth of American business and labor will perforce have to be the accomplishment of American business and labor."

There is, however, a problem of private capital formation in communities like South Bend which the Commission's report does not address. It is precisely these "cities of the old industrial heartland...(which) are losing their status as thriving industrial capitals," to use the language of the report, that are not able to compete effectively for investment funds in private money markets. They are marginal or poor risk areas which for-profit financial institutions, left to their own devices, will neglect or even consciously avoid in their search for investments that are safer and produce higher returns. In free money markets capital is mobile. Available funds naturally go where they are most profitable for both owners and lenders. But what is most advantageous for them may not also be best for residents of communities experiencing "industrial disinvestment." They are not as mobile. The Commission's solution is to allow temporary government assistance to enable individuals to follow capital to new locations and industries. Put another way, "people--more so than places--should be insulated from the multiple hardships that accompany the transformation of the nation." This requires that the "health of these older cities be defined at new, and often lower levels of population and employment."

The issue, first, is whether declining industrial communities like South Bend, are willing to accept the future envisioned for them in this scenario. If

they are, then no deliberate effort should be made to direct investment patterns, instead the Commission's "transformation of the nation" is allowed to run its course and the communities play with those cards that are dealt them by the marketplace. If, however, they are not, then the second issue is relevant. That is, what are the alternative strategies available for communities to stimulate investment capital?

The remainder of this summary considers the alternatives.

1. Joint Public-Private Approaches: Experiences in communities where deliberate efforts have been made to stimulate industrial investment suggest that joint private-public approaches are the most productive.

Joint development institutions customarily use both private and public financial sources. The Small Business Administration is a federal agency that frequently works with community development organizations to facilitate funding of both profit and non-profit investment ventures. At the state level, 1981 legislation enacted by the Indiana Assembly creates a corporation for Innovation Development, which will eventually be a private company whose stock can be sold in order to provide venture capital to small businesses trying to expand, to entrepreneurs in need of "seed money" and businesses too large to receive SBA financing.

2. Pension Funds as Investment Resources: Union pension funds represent a huge capital source which is receiving considerable attention as a potential means of targeting investments in critical locations and industries.

3. A South Bend Area Development Institution: If there is sufficient community support for the establishment of a development institution, what form should it take? This consideration raises a number of issues. For example, should it be profit or not-for-profit, should it be broad or narrow based in terms of interest group representation, how should it be staffed, how can decision-making process best be structured to achieve consensus among participating groups and organizations? Simply enumerating some of the thorny issues involved in this undertaking suggests the difficulties that have to be resolved.

This report makes no attempt to draft a mutually acceptable design. That remains a task for those who would have a direct role in any such project. But it must be noted here that experiences with community development institutions, as in the Philadelphia and San Diego efforts, indicate strongly that broad-based participation is the key to success rather than exclusive control by financial institutions.

One such proposal for an area development was drafted recently at the request of the Long Range Community Economic Development Planning Program. It calls for the creation of a St. Joseph County-Wide Development Corporation headed by a board of directors representing a cross-section of community interests and areas of expertise.

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## 24. COMMUNITY QUALITY OF LIFE: CARING FOR THE DISABLED

The Task Force on the Quality of Community Life for the Disabled decided, very early in its deliberations, to assess the present state of the quality of life experienced by the physically, mentally, and emotionally handicapped population in St. Joseph County, Indiana, and to utilize that assessment as a means for the determination of both present gaps in the provision of service, facilities, accommodation, etc., and projected future needs throughout the decade of the 80s.

The members quickly discovered that the very process of assessment of present circumstances and conditions affecting the lives of the handicapped in our community was riddled with difficulties. For example, there was an uncertainty about the terms "disabled," "handicapped," and "impaired," with evidence that such terms are used in different ways by some persons, interchangeably by others. There was an uncertainty as to whether or not citizens, or even agency representatives, were indeed aware of those advances which had already been made in the community affecting the lives of the handicapped, and, correspondingly, those proposed improvements which had never come to fruition, or which have suffered precarious, momentary existence, then faded into oblivion. There were other uncertainties, that touched upon much broader and grander notions, concerning the identity of the handicapped individual in contemporary community life--for that matter, in modern society; questions of values, ethics, autonomy, dependence. Members seemed to agree that:

The handicapped must play a significant role in determining their own values and in estimating their own needs and priorities, rather than to have them determined for them by "society."

The Task Force on the Quality of Community Life for the Disabled has developed the following set of recommendations, and proposed action plan for the 80s:

1. We have established a task force to determine the need for an Independent Living Center in this area. The initial function of the task force will be to accumulate data on the numbers of handicapped individuals in our community, and analyze those data in relationship to need for an independent living center. Should the task force document the fact that that need exists, it will undertake to write the grant for funding of the project.
2. The task force will request that the Chamber of Commerce distribute information to the business community about the services available through the sheltered workshops in our area (Logan Industries, Goodwill Industries, city high school programs), with an aim toward increased utilization of sheltered workshop services.
3. The task force will ask the State Vocational Rehabilitation Office to develop an audio-visual program focussed on the subject of reasonable accommodation, for use throughout the state in meetings of small business, personnel director, and other similar associations. The goal will be to discover ways to make reasonable accommodation the issue in the 80s, that accessibility was in the 70s.
4. The task force will ask that all providers of transportation services

convene to address the need for more specialized transportation services. Suggested participants in such a meeting include: STS, Transpo, school and church bus owners, Real Services, American Red Cross, NISCH, etc.

5. The task force will devise a strategy aimed toward urging all public and private sector bodies to make a commitment to yearly gains in (a) the employment of the handicapped, and (b) accessibility, and to reflect such commitments in budgets as they are prepared.
6. The task force recommends that all agencies in the community become aware of the need for state guidelines for fair and equitable distribution of Block Grant Funds. The goal of these state guidelines should be to preserve the gains that the handicapped previously achieved at the Federal level.
7. The task force recommends that the South Bend Community School Corporation, the State Vocational Rehabilitation office, and Ivy Tech North Central, engage in dialogues focussed on discovery of mechanisms to assure smooth transition upon graduation for handicapped high school students.

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ASPIRATIONS FOR THE '80s: THE SOCIAL RESPONSIBILITIES  
OF URBAN UNIVERSITIES

I.

Do universities, in particular urban universities have any social responsibilities beyond the traditional ones of education and research? More specifically, do urban universities have any responsibility for helping to solve that amorphous mass of worldly woes that has been unilluminatingly described as "the urban crisis"? That is, do they have an obligation to provide solutions to the fiscal problems of local government, the problem of the flight of the middle class to the suburbs, the decay of neighborhoods, racial segregation in housing, rising crime rates in certain areas of the city, the decline of retail business in the downtown area, an infestation of rats in poorer areas of the city where garbage collection is erratic? Must they find ways of providing adequate access to health care for the working poor who are not eligible for Medicaid, or providing specialized transportation services for the elderly and the handicapped, or improving the quality of city parks, or achieving racial integration in the school system, or attracting new industry to the area, or cracking down on industries that are flagrant polluters, or providing job training programs for the unemployed, or coping with deteriorating street and water and sewer systems, or finding new uses for abandoned commercial and industrial property, or identifying more efficient approaches to police and fire protection? Should they reduce the deterioration of the housing stock, or find new sources of revenue, or reduce the welfare burden on local government, or improve the quality of the school system, or create mechanisms for effecting a more cooperative relationship between labor and management in the interest of local economic development, or stem the flow of investment capital out of the community, or eliminate duplication of services among social service agencies in the community, or identify mechanisms for more effective citizen participation in the affairs of local government? With very little imagination, this list can become absurdly long; perhaps that testifies to the complexity of "the urban crisis." If so, it also speaks to the absurdity of thinking that any urban university would have an obligation to address, much less solve, such an imposing array of problems.

May we conclude from these observations that urban universities really have no social responsibilities beyond education and research? May we conclude that urban universities have satisfactorily fulfilled their social responsibilities if they assume a posture of benign detachment or calculated aloofness with respect to the social and economic problems that beset their local communities? Clearly a large number of academics would answer both these questions affirmatively. From their perspective academics, especially in the social sciences, must remain detached from the real social problems in their immediate environment in order to retain their objectivity and in order to reserve their intellectual capital for investment in advanced research areas rather than squandering it in the mundane muck of the intellectual backwaters of petty political problems. To be sure, there may be some intellectually interesting social problems in those backwaters. If so, then they may be studied, and the behavior of the various participants may be studied as well, for such a study might suggest some fruitful explanatory hypotheses. It would be quite inappropriate, however, for an academic under these circumstances to try to solve the problem that is being studied. Rather, the expectation is that he will maintain a suitable scientific distance from the problem itself and that he will use appropriate research techniques as a sort of social microscope to make precise observations of the relevant behavioral data. In short, the primary responsibility of any university is pure research, the creation of new knowledge. It is the responsibility of others outside the university to use this knowledge to solve whatever problems society deems most pressing.

This very restricted conception of the responsibilities of the university is open to easy caricature and criticism. One can readily imagine a professor who is studying the motivational factors associated with suicide among the unemployed. He listens avidly to his scanner for police reports of suicides in progress, e.g., people perched to jump off high buildings; rushes to the scene, quickly interviews the individual using his prepared research outline, carefully avoids contaminating his motivational data by not counseling the individual against committing suicide, watches with crafted detachment as the individual plunges to his death, and concludes with random interviews of several members of the crowd that had gathered below. Surely, reasonable individuals would find themselves morally appalled by a situation such as this. Likewise, it is difficult to imagine that a research project like this, no matter how valid the scientific methodology, could be regarded as an example of academic excellence. Such indifference to the plight of an individual bespeaks an attitude of gross irresponsibility. It would hardly be less so if this attitude of indifference were magnified to the institutional level. How would we judge a university that happened to be situated in a community beset with enormous social and economic problems if the university saw these problems as nothing more than opportunities to carry out a large number of interesting research projects? Would we really judge that to be socially responsible behavior?

A second line of criticism might be developed in the following way. A university might be viewed as a vast reserve of intellectual capital that can be invested in any number of social projects. No doubt the university is in some sense the owner/controller of that intellectual capital, and hence has the right to make investments as it sees fit. Still, a university that invested nothing in solving the socio-economic problems of its own community because those problems were too ordinary and did not promise a sufficiently high intellectual rate of return would seem to display significant insensitivity, a lack of social responsibility.

It should be noted that these monetary metaphors were deliberately chosen, for during the decade of the seventies there had been considerable discussion among university ethicists of the concept of corporate social responsibility. The debate continues today with respect to what the precise limits of corporate social responsibility are, though it would seem that there is one view that has relatively few proponents. This is the minimalistic view according to which the sole responsibility of a corporation is to make a profit, thereby contributing to the welfare of society as a whole. Beyond that a corporation has no responsibility for doing anything about the problems of racial discrimination, urban deterioration, minority unemployment, or a host of other social ills. Those problems are supposed to be the responsibility of some other social institutions.

In order to appreciate this discussion of corporate social responsibility, the social significance of profits must be understood. In brief, profits represent new, uncommitted resources. As uncommitted, at least a portion of these resources are potentially available for helping to solve social problems in a community where a particular corporation happens to be located, if the relevant corporate decisionmakers so choose. And, the argument goes, they ought to so choose because that is part of what it means to be a good, decent, responsible corporate citizen. Obviously, universities do not have profits that can be used for similar purposes. But they do have a resource that may be substantially more valuable in our society than mere money, namely, knowledge and professional and technical expertise. In our society that expertise is a relatively scarce resource that happens to be concentrated in our universities. A substantial portion of that resource is committed to the tasks of formal education, the process of sharing that expertise with the next generation. But that still leaves a substantial portion of that resource uncommitted, in much the same sense that corporate profits are uncommitted. Of course, corporate profits are not "wholly uncommitted" in that both management and investors make certain sorts of claims on those re-

sources. Likewise, the intellectual resources of the university outside of teaching are never wholly uncommitted either in that those resources are usually invested in academic research, the equivalent of capital reinvestment. Still, the argument is that some portion of those resources for research purposes ought to be used to solve the more serious social and economic problems that beset an urban university's community, that that is the very least that can be expected of a good, decent, responsible corporate academic citizen of a community.

The conclusion that is suggested in that last sentence is one that is strongly resisted by those who are committed to what I shall label a "traditional" conception of the role of the university in society. That conception sees the university primarily as an institution for creating and disseminating knowledge. For the most part that is supposed to occur in a way that is detached from the ordinary concerns of society. The university provides a place where disinterested theoretical and intellectual inquiry can occur. Such forms of inquiry are judged to have intrinsic value; that is, a value independent of any social benefits that might come about as a result of it.

If we have this traditional conception of the university at one end of the spectrum, then at the other end we have the "activist" conception of the role of the university in society. Certainly this latter conception is more congruent with the overall character of our culture; that is, we have a culture that is committed to a scientific and experimental conception of knowledge and to the corresponding practical belief that there is a technological solution for every significant social or scientific problem we might encounter. Moreover, the remarkable successes that have been achieved over the past several decades by science and technology have reinforced both the belief and the commitment.

This activist conception of the social responsibilities of the university has been most clearly exemplified in the behavior of universities, roughly, from the early sixties to the present. One writer has summarized the situation this way:

Because of the image it has projected and which often has been forced upon it, the university has become the church of a modern secular and technocratic society. It has been touted as the solver of all problems, the reservoir of all ideas, and to a large extent it has accepted these various roles. In fact, it often has assiduously and aggressively sought them.<sup>1</sup>

Why has the university "aggressively sought" to be "the solver of all problems?" I would suggest that one answer to that question might be found in the Baconian dictum that knowledge is power. The fact is that for most of their history universities have been politically weak institutions. For the most part money was power, and universities have never had the kinds of discretionary funds that would allow them to command the support of other social institutions. On the contrary, universities have generally been petitioners for the funds necessary to sustain their activities. Moreover, universities seem to be thought of by the real powerholders in society as service institutions that provide a useful function by educating the professional classes. For that, universities command a modicum of respect but no power. But for those functions in which a university takes its greatest pride, its intellectual functions, it commands little respect. On the contrary, there is a relatively strong current of anti-intellectualism that has long been part of our culture. Hence, the rapid growth of knowledge over the past two decades, especially technical knowledge within the confines of the university, coupled with the growing dependence of all sectors of society upon access to that knowledge for purposes of economic growth and advancement of a broad range of organizational objectives, has given universities some genuine power and more of an ability to command both resources and respect. This has resulted in a kind of hubris on the part of many universities, and this

is often evidenced in the pronouncements of university presidents. For example, from the early 1970s we have the remarks of Warren Bennis in his inaugural address as president of the University of Cincinnati.

A generation ago, Washington was the power center where young men could work the levers that had an impact on the world. Today, City Hall is where the action is and the city itself is the focus of all the major problems...Properly, the universities should be, along with City Hall, the command post of all the operations to reclaim, renew, rebuild, revitalize the city.<sup>2</sup>

Given the enormity and complexity of the problems that our cities face today, can we seriously believe that any university has the knowledge and expertise "to reclaim, renew, rebuild, revitalize the city"? It may be that in some university labs cures will be found for cancer and heart disease. It may be that in some university labs there will be further dramatic breakthroughs in the field of genetic engineering. It may be that in some university labs cheap and plentiful substitutes will be found for oil or other rapidly depleting material resources. But can we similarly expect that solutions to our most perplexing social, moral, political, and economic problems will be forthcoming from within the walls of academe? That question is meant to suggest that a real distinction must be made between technical problems in the strict sense and socio-political problems. Appropriate forms of disciplined expertise can be confidently expected to yield solutions over the long run to most of our technical problems. But it is far from clear that there currently exists, or that there will ever exist, some cadre of experts to whom we could confidently hand over our most difficult socio-political problems for solution. It seems that there is an essential difference between technical problems and socio-political or moral problems, and that pertinent to this difference is the fact that we have democratic political institutions for dealing with the latter sort of problems but not the former. This point will need further elaboration later, but for now it will be recalled that the purpose of this essay is to discuss the social responsibilities of urban universities, and that the sorts of problems with which urban universities will be chiefly concerned will be socio-political and broadly moral rather than technical.

There are several objections to this activist conception of the role of the university in society that need to be considered. The first of these objections starts with the assumption that there is a radical distinction between the role of academic researcher and politician. In brief, the academic researcher must be totally committed to the pursuit of truth and must be wholly indifferent to any practical implications that any particular truth might have for any particular political cause. The politician, on the other hand, must be wholly committed to the satisfaction of preferences; consequently, he chooses to solve particular political problems in certain ways rather than others, not because those ways represent the choices of a dispassionate intellectual analyst, but because they satisfy the most preferences or the most powerful preferences. Such "irrational" behavior is anathema to the dedicated academic, but to the politician these are the sorts of things that must be done in order to get any significant political problem "solved." The following passage summarizes well the differences between these two perspectives and sets of commitments.

The games of science seek to establish patterns of experience that all may share. They are value-neutral in the sense that they are deliberately designed to filter out the values of the participants so as to arrive at the "unbiased truth." Best play in such games leads to assertions of findings that must be accepted by individuals whether they find them palatable or unpalatable. The proper posture for a gamesman of science must be one of restraint, dispassion, conservatism, the willingness to suspend belief pending more evidence. Now the games of politics are quite different. They are designed to find one purpose or course of action accept-

able to individuals who enter espousing diverse purposes, values, and courses of action. They are value-expressive, and facts enter in only as subordinated to and sustaining values, only as they contribute to the delineation of an issue. Best play in such games leads towards the maximum possible satisfaction of one's purposes in the group action. The proper posture for a gamesman of politics must be one of boldness, persistence, opportunism, the ability to mobilize and sustain belief and commitment.<sup>3</sup>

The upshot of this discussion is that these two games or conceptual frameworks or sets of social commitments are ultimately irreconcilable. Thus, the university that seeks to solve the socio-political problems of the urban world while still retaining its commitment to the standards of disinterested intellectual inquiry risks the embarrassment of political ineffectiveness. On the other hand, the university that is wholly committed to effecting political change risks losing its integrity as an academic institution, for commitment to the truth will often prove politically embarrassing. It would appear that whatever the social responsibilities of an urban university are, they will be connected with our conception of what a university ought to be. In contemporary America there is no single conception of what an urban university ought to be; on the contrary, there are a number of differing conceptions, and in most universities today several of these differing conceptions are exemplified in programs, organization, and the public profession of goals. If these varying conceptions are placed on a single spectrum, then at the end of the spectrum where the social responsibilities of the university are minimal we find the traditional, ivory-tower conception of the university, while at the other end of the spectrum where the social responsibilities of the university are more expansive we find the activist, social reform conception of the university. Further defining this spectrum are several tensions, conflicting goals and values, which it seems we are simultaneously committed to.

The first of these tensions is that between NEUTRALITY and PARTISANSHIP. We believe that a university must be neutral with respect to divisive social and political issues, that a university must provide a forum in which issues can be freely and rationally discussed, and that this is an important social function which is seriously compromised when a university takes a partisan stance. But we also believe that a university ought not be neutral in the sense of passively acquiescing to an agenda presented by various powerful social institutions. Can a university be neutral with respect to racism? Can a university remain neutral with respect to poverty that is a product of past injustices? Can a university remain neutral with respect to whether or not the right of free speech should be constitutionally protected? Do we want the neutrality of the university to be identified with absolute moral indifference? In all these matters it seems that we want the university to take a stance, albeit a rather carefully circumscribed stance.

The second of these tensions within our universities is that between DETACHMENT and COMMITMENT. We believe that our universities ought to be detached from any particular philosophy or ideology, any particular set of beliefs and values; that they ought to be detached from all social, political, and economic interests that might otherwise stifle the spirit of unfettered inquiry that is supposed to characterize the life of the university. We believe that pure intellectual standards--value-free standards--ought to be used to determine the truth-quality of our beliefs. We believe that a university must be committed to objective, dispassionate inquiry. But all inquiry requires the expenditure of resources, and resources are always scarce relative to opportunities; hence, there is need to distinguish between more or less significant inquiries, problems that are worthy of serious intellectual attention and those that are not, problems that represent critical social issues and problems that are trivial. All of these judgments require commitment to some set of values.

Moreover, it seems that a university ought not strengthen attitudes of cynicism and indifference toward the problems and injustices of one's world. But to avoid that, a university must commit itself to some set of values. Surely, at the bare minimum a university must be committed to the value of rational inquiry as a general method for solving social and technical problems, as opposed to appeals to authority or force. According to Derek Bok, universities must strengthen the "nobler sentiments" of their students. "At the very least they must endeavour not to create an environment that reinforces a lack of concern for others or encourages a callous indifference toward every purposive effort at reform."<sup>4</sup>

A third tension within our universities is that between commitments that are INTELLECTUAL or PRACTICAL. We are committed to the belief that the primary purpose of the university is to achieve knowledge of man and nature, an understanding of man and nature. We are committed to the belief that abstract, theoretical thinking is critical to the life of the mind, that the university is the only institution in society that sustains that kind of intellectual activity, and hence that the university ought not squander its intellectual resources on solving the practical problems of society since that detracts from opportunities to engage in theoretical thinking. From this perspective the humanities are essential to the life of the university because they are for the most part pure intellectual artifacts that yield insight into the human condition as opposed to power or control over man and nature. In this connection the philosopher Alfred North Whitehead writes, "Human life is driven forward by its dim apprehension of notions too general for its existing language....It is the task of philosophy to promote this growth in mentality. Insofar as there is success, the specialized applications of great ideas are purified from their gross associations with savage fancies." He continues, "Speculative philosophy guards our higher intuitions from base alliances by its suggestions of ultimate meanings, disengaged from the facts of current modes of behavior."<sup>5</sup> Whitehead's point is this: the value of theoretical or abstract ideas is that they liberate us from the restrictions imposed upon our thinking by current social practices and institutions. The difficulty with problem-oriented thinking is that we tend to be dominated by the facticity of the present and all of the assumptions that are built into that. Yet, if we were to examine actual research practices in our universities, we would find that the bulk of the research effort is given over to solving practical social and technical problems. This commitment to the practical springs from our scientific conception of knowledge, according to which we truly understand either man or nature only when we are able to manipulate or control them in order to achieve a broad range of social purposes. Furthermore, rather than randomly and haphazardly inquiring into natural and social phenomena, we allow the emergence of natural problems to provide us with a research agenda as well as the criteria for determining when the research has proven successful, namely, with the solution of the problem.

The fourth tension within our universities is that between the university as VALUE PROTECTOR or VALUE MODIFIER. On the one hand, we believe that the university has as one of its central functions the maintenance and inculcation of those fundamental values to which we are committed by virtue of our social and cultural traditions. In this there is a strong conservative bias. On the other hand, we are committed to the belief that a university must provide a forum wherein critical rational inquiry can occur. In practice, this means that all of society's beliefs and values are open to critical scrutiny, and this clearly represents a threat to established institutions and practices; in this there is a strong progressive bias. If this were all a matter of intellectual discussion, then it might not be a source of tension in the university. But there is an inherent practical thrust in believing that one set of values is superior to another, which results in the university pushing for policies and programs of social reform in the world outside the university. That is, the university comes to see this as one of its chief social responsibilities.

A fifth tension within our universities is that between the university as SOCIALIZING AGENT or CHANGE AGENT. As a socializing agent the university is supposed to be responsible for the transmission of the philosophy and culture of a society. This may be viewed in either a negative or positive light. Negatively, it means that the university becomes an agent for legitimating and perpetuating the status quo, current policies and practices, even if those policies and practices are seriously deficient from the point of view of justice or efficiency or any number of other evaluative perspectives. This seems to be in conflict with the university's function of cultural criticism. But more positively, the university's socializing function involves preserving and transmitting those portions of our long cultural heritage that are most worthy of being preserved and transmitted. Still, one of the most pervasive features of our culture and our social institutions is the fact of change, rapid change. That change is brought about by both the rational and irrational forces in our society; that is, by science and technology as well as war and violence. It would seem that a major responsibility of the university would be to increase in a deliberate way the influence of rational factors in effecting social change rather than allowing natural forces to determine the relative balance of these factors. The practical import of this is that the university would seek to direct social, political, and economic change in ways that were more rational; that is, the university would take an active role in social experimentation. In this connection S. E. and Zella Luria write:

If a culture and a society are to flourish, their conceptual and ethical frameworks must fit the real and changing environment. Hence, these frameworks must be adaptable, plastic, intrinsically self-critical, and persistently self-revising. No agency in society is better suited to carry out the function of criticism and revision than the university, permeated as it is (or should be) with the spirit of free inquiry and the commitment to factual truth.<sup>6</sup>

The university will be on sounder ground if it makes its role in social affairs explicit and creative by exploring the problems of society in the spirit of free, critical experimentation that has characterized its involvement in the natural sciences. In fact, such an approach to society's problems is clearly appropriate to the university's mission of intellectual stewardship.<sup>7</sup>

In all of this there may be an important distinction that we should not lose sight of. It is one thing for the university to encourage the dissemination throughout the culture of a commitment to a rational model of inquiry and social problem-solving. That involves both a process of socialization and the effecting of a rather radical sort of societal change. But it is quite another matter for the university to attempt to implement a social agenda that is supposed to represent a more rational set of preferences and priorities than those that currently hold sway in a society. That involves being a change agent of a rather different sort.

A sixth tension within our universities is that between EDUCATION and TRAINING. In the minds of many academics the word 'training' carries strong negative connotations for it is associated with the mindless transmission of certain methods or techniques for accomplishing particular tasks. In that respect it is the antithesis of what education is all about, and hence it has no place within a university setting. A more neutral conception of training would see it as preparation for certain vocational or professional pursuits, i.e., jobs. This is still offensive to many academics who believe that the process of education should not be constricted by narrow societal purposes; from their perspective the process of education is corrupted by utilitarian concerns. But from the perspective of society at large, a substantial investment of societal resources is being made in higher education and that investment must have some sort of societal

payoff. If being educated is identified with being an intellectual (in the somewhat pejorative sense that term sometimes carries), or if it is identified with having acquired a highly sophisticated degree of culture, then there are few social roles available in our society for individuals who are "merely" educated. I do want to make it clear that I regard that as a terribly truncated conception of education, that education is more than a matter of cultural ornamentation, that any learning experience is educational if it expands our powers of critical reflection, or enriches our imaginative abilities, or refines our ethical sensibilities, or deepens our appreciation of the aesthetic dimensions of human experience, or extends our historical horizons so that in better understanding our past we better understand ourselves in the present. In short, as I have argued at length elsewhere,<sup>8</sup> any experience is educational that contributes to our liberation and humanization, that augments our knowledge of ourselves.

The practical upshot of these remarks is that it would be a mistake to remove professionally oriented courses of study from the university. Our society would be very poorly served if we set up special schools where we would "merely train" our lawyers or nurses or doctors or engineers or businessmen.

Finally, there is a tension in our universities between PROFESSIONAL RESEARCH and COMMUNITY SERVICE. Here I use the phrase 'professional research' to refer to any academic research that is undertaken without any specific social or utilitarian purpose in mind. Rather, it is undertaken because a particular problem piques the curiosity of the researcher, or because it is a topic of intense interest among his professional colleagues, and so on. The general intent of professional research is to create new knowledge, to contribute to the evolution of a discipline. In contrast to that is sponsored research, undertaken by academics for some agency or institution outside the university for specific purposes peculiar to that agency. In our discussions here this is what we are referring to under the phrase 'community service'. This sort of research may range all the way from the ultra-sophisticated, where a definite social or scientific purpose is being served at the same time that a substantial contribution is being made in the development of a discipline, to the infra-mundane, where knowledge that is already in place but not known about locally must simply be applied to some local social or technical problem. It is this latter sort of community service that has minimal professional value so far as much of the academic community is concerned, just because it adds nothing to the store of knowledge. This seems like a fair criticism, especially if some consultant or practitioner in the relevant disciplinary area could just as easily have done the necessary research and made the application of that knowledge to the local problem. The general idea is that a particular problem must really require the research skills that are peculiar to an academic.

One final point. Professional research may be "professional" because it adds to the store of knowledge in the way that is expected of a professional academic, or it may be "professional" because it contributes to the education of the community in the way that is expected of a professional educator. It is worth noting that Socrates would probably never have gotten a university appointment, much less tenure, because he did not publish anything; he did not do professional research in the first sense. But he did understand the importance of making the connection between knowledge and social practice, and between knowledge and personal conduct. S. E. and Zella Luria put the matter this way: "In a return to the true humanistic and Socratic traditions, the university can train its students to explore and evaluate, in a meaningful social setting, the consequences of specific choices and decisions. The insulating partitions between learning, teaching, and acting in the real world become less rigid, and the intellectual enterprise acquires a new, more integrated character."<sup>9</sup>

II.

The model of the university sketched above and the tensions inherent in that model may be summarized in the following question: How can an urban university simultaneously maintain these two commitments: "a commitment, on the one hand, to being a creative force in the historical process, deeply and passionately involved in the affairs of society, and, on the other hand, to providing society with the intellectual stewardship that can come only from rigorous, dispassionate analysis of reality?"<sup>10</sup> I believe that if we can answer this question, we will also be able to answer the question about the nature and limits of the social responsibilities of the urban university.

Toward the end of the 1960s Clark Kerr suggested that we should no longer talk about the university, for the social reality was that of a multiversity. The university had come to take on multiple social functions, some of which had only the most tenuous of connections with one another. I do not wish to quibble with this as a sociological observation. But I do want to attack this claim from a normative point of view. I want to argue that if our universities have lost their unity of purpose, if our universities have forgotten the reason why they are universities, then this needs to be remedied immediately. We need to re-collect the fragments of our educational heritage, those fragments that constituted what had been thought to be the essence of a university. We need to forge those fragments into a new thematic unity that will yield a contemporary understanding of the mission of the university that is both faithful to its past and fruitful for its future. I shall contend that that new model or metaphor is to be found in the notion of THE UNIVERSITY AS KEEPER OF THE NEUTRAL CONVERSATION THAT MAKES CIVILIZATION POSSIBLE.

I shall argue that it is this notion which must give unity of purpose to our contemporary universities. I shall argue that all the various endeavours that a university might undertake are legitimate as university endeavours only to the extent that they are congruent with, and hence legitimated by, this conception of the core identity of a university. Thus I would expect that universities of the future will continue to fill the role of ivory towers where questions of purely intellectual interest can be freely discussed, questions that are not constrained by conformity to current social practice nor relevance to prevailing social purposes. And I would expect that universities of the future will also continue to fill the roles of research centers, and professional credentialing agents, and resource centers, and social problem solvers, and social reformers. But all of these other roles will be (or ought to be) constrained by that preeminent role of the university as keeper of the neutral conversation. The remainder of this section of the essay will be given over to explicating precisely that role and what it entails.

The critical idea in this model is the notion of 'conversation'. It is a very plain and ordinary idea, and just because of that it is an idea that is greatly undervalued. Certainly one of the most common criticisms of what goes on in universities by those who for the most part are outside them is that all that ever occurs there is a lot of discussion. The implication is that nothing is accomplished, that the discussion is pointless and endless and worthless. Yet I think that it would be accurate to say that apart from conversation there would be no civilization. The history of civilization has been the history of the birth and evolution of a certain kind of conversation, one that has generated poetry and philosophy, literature and drama, mathematics and logic, art and music, physics and all the other natural sciences, history and politics, psychology and all the other social sciences, religion and ethics, law and theology. We all know how difficult it is to maintain a conversation between two people when that conversation is interrupted for even brief periods of time. How is a conversation of the complexity suggested above, a conversation that includes billions of people, a conversation that spans millenia, to be maintained as a coherent conversation if there is not a specific social institution charged with the task of preserving the integrity of that conversation?

Is that conversation important? It all depends on whether or not we value civilization itself. Imagine for a moment that that conversation were to wholly cease. What would remain? There would be no political system. There would be no economic system, no jobs, no factories. There would be no laws, no moral constraints, no systems of religious beliefs and values. There would be no system of education. There would be no science or technology. There would be no past for human beings, and hence there would be no future either. Human beings would gradually slip back among the natural evolutionary forces. In short, we would be a radically different kind of being. What this suggests is that this conversational process is not something that is just accidental to our existence as human beings--but the very essence of our humanity. It is what constitutes us as rational beings. It is through the process of participating in that conversation that we create ourselves as human beings, both individually and collectively. It is through the process of participating in that conversation that we come to acquire self-knowledge, and with that self-knowledge we gradually acquire the autonomy, the freedom, that allows us to fashion novel futures for ourselves and that imposes upon us the burden of moral responsibility for our actions. It is through this conversational process that all of our social institutions are created, sustained, criticized, and re-constructed. In short, this conversational process is identical with the creation of reason in human experience, not just in the form of abstract thought, but in the forms of technology and all of our social institutions.

It must be kept in mind that this conversational process through which we create ourselves and through which reason is created and incarnated in our social world is very much an experimental process. There are many ways in which the conversation might evolve because there are many ideals and values that we might choose for ourselves. In all of this there is no a priori guarantee of success. History has demonstrated repeatedly that we are capable of making some very bad choices. In this connection the philosopher Whitehead writes:

The history of ideas is a history of mistakes. But through all mistakes it is also the history of the gradual purification of conduct. When there is progress in the development of favorable order, we find conduct protected from relapse into brutalization by the increasing agency of ideas consciously entertained. In this way Plato is justified in his saying, The creation of the world---that is to say, the world of civilized order---is the victory of persuasion over force.<sup>11</sup>

In that last phrase we find what the whole point of the conversational process is, the criteria by which the success of any portion of the conversation may be measured, and what ought to be the critical energizing purpose that ought to define the social role of the university, namely, effecting "the victory of persuasion over force" in all realms of the social order in order to expand the domain of the civilized order. What does all of this mean in practice? This question can be answered by examining the presuppositions of the conversational process.

The whole point of the conversational process is that it exclude the use of force. Hence, all participants in the conversational process must be related to one another by relations of undominated equality. All must be admitted to the conversational process who give evidence of possessing basic conversational abilities, that is, the rudiments of rationality. All participants in the conversation are equally worthy of respect. All must enjoy the same basic rights and liberties, and all must have the opportunity to develop their conversational abilities to whatever level they deem necessary for their choice of life plans. All participants must agree that they will use only methods of reason for purposes of resolving conflicts of values and ideas, and for purposes of assessing the relative worth of alternative social policies and social practices. All of this represents the idealized conditions necessary for maintaining the conversational process.

But in order to get the conversation going we have to settle for considerably less than these idealized conditions, for the conversation must take place in the real world where resources are always scarce relative to needs and desires, and where, because of that, relations of power tend to dominate relations of reason among people. That helps to clarify considerably the critical role of the university in the world. More precisely, it legitimates and requires the active involvement of the university in the affairs of the world. It requires that the university not restrict itself to the ivory tower, but that it actively work to change social institutions and social practices so that their organizational structures allow for the gradual emergence of persuasive and participatory decisionmaking mechanisms. In this regard it is probably good that universities are politically weak institutions, because they will then be restricted to bringing about the necessary social changes through the use and dissemination of the methods of persuasion. That is, they will not be able (and ought not) to impose their vision of the good society upon society at large. That brings us to our second major point.

The conversation and the conversational structure that the university must maintain is a NEUTRAL one. If the university itself is not to violate the conversational condition of undominated equality, then the university itself as the university must remain completely uncommitted and neutral with respect to competing policies and programs, competing ideals and values, competing theories and hypotheses, and competing technical alternatives. This does not imply the truth of relativism, nor does it mean that the university has no value commitments whatsoever, that it is absolutely indifferent to any and all sets of values and ideals. On the contrary, the maintenance of the conversational process itself requires the commitment of the university to a certain set of fundamental values, which might be collectively referred to as liberal democratic values. Among other things those values require equal respect for all persons, a commitment to rational methods for settling disputes rather than the use of force, an acceptance of some set of basic rights and liberties common to all persons, a certain tolerance of alternative beliefs and values, and so on. Thus, a university could never tolerate racism and act as if racism might be either good or bad, though a university would have to allow a racist to present his point of view as part of the conversational process. Likewise, the university must make its behavior conform to the requirements of our affirmative action policies, just because those policies are the law and it is far from clear that those policies are unjust. But the university must also remain uncommitted on the question of whether an affirmative action policy is the best way to remedy certain racial injustices from the past, for it may be the case that we will discover in the future alternative policies that will be fairer and, in addition, will confer other sorts of social benefits.

What, then, are the practical implications of this neutrality condition with respect to the university's role in the conversational process? Does it imply that the university cannot participate in any active efforts at social reform, just because any kind of reform assumes a commitment to some definite values and ideals rather than others, and hence, such a commitment would represent a violation of the neutrality condition? The short answer that can be given to this question is the same as the answer that was given earlier, namely that the university has an obligation to participate in these efforts at social reform, but the neutrality condition imposes rather definite limits on the manner of that participation. The reader will recall our earlier discussion of the role of the urban university in solving a broad range of urban problems, problems having social, political, economic, and moral dimensions. We wanted to distinguish these sorts of urban problems from urban problems that were primarily technical in character. It is one thing to ask the university to come up with a way of integrating the use of computers into the management of the city in order to improve the flow of critical data, and it is something altogether different to ask the university to decide the best use of community development funds. In

the first case, presuming the university has the relevant technical expertise, it is a simple enough matter to provide the city with the needed technical assistance. But in the latter case, is it really true that the university might possess the relevant expertise, and hence, just as easily offer an answer to the city? On this matter I have some serious doubts. But my doubt do not spring from the sorts of considerations that some writers I quoted earlier regarded as relevant, namely, the ineptitude of academics in the political process, or their lack of understanding of the process, or the logical incompatibility of the games of politics and the games of science. (William Buckley, the conservative columnist, is supposed to have observed that he would rather be governed by the first hundred names in the Cambridge telephone directory than the faculty at Harvard.) Rather, my doubts spring from my suspicion that when we are dealing with questions that involve fundamentally a choice of certain values and ideals, there are no academics who possess the relevant expertise to answer these questions because no academic can claim to have enjoyed some privileged vision of THE GOOD. Nor for that matter does anyone else have a privileged vision. This does not imply that any choice of values is as rationally defensible as any other choice of values. This is something that can be determined only in and through the conversational process.

What is of critical importance with respect to social, political, economic, and moral problems is that this conversational process is given an opportunity to occur and that all the participants involved in a particular problem have an opportunity to engage fully in that conversational process. When academics stand up and pontificate, then the conversational process tends to get short-circuited. Hence, under these circumstances the appropriate role for the urban university, the role that constitutes their social obligation here, is to provide suitable social mechanisms in which the necessary neutral conversations can occur and to which all the relevant participants may be invited, all of this occurring in an atmosphere of undominated equality. This is by no means a simple task and, to make matters more difficult, it is a task that is hardly appreciated by society at large. Yet, if the critical function of the university is to bring about the victory of persuasion over force, this is the task that must be done.

In sum, we asked at the beginning of this section whether it was possible to reconcile two fundamental commitments of the urban university, namely that of dispassionate intellectual stewardship and passionate involvement as a creative force in the affairs of society. Our answer is that both these commitments can be maintained if the social responsibilities of the urban university are defined in terms of its critical cultural role as keeper of the neutral conversation that makes civilization possible. In defining its role in these terms, the university can be responsive to the utilitarian demands of the society at large so long as those demands do not undermine the conditions necessary for maintaining the neutral conversation that is critical to both the life of the university and the civilized life of the society, and so long as the university itself is not used by one powerful social group to achieve dominance over or to exploit any other social group. Likewise, in addition to being responsive to the utilitarian demands of society the university is able to carry out its more traditional tasks of expanding the fields of knowledge (thereby enriching the conversational process) and humanizing and liberalizing all of our social institutions and practices.

### III.

Given the conception of the role of the university sketched in the previous section, what precisely should Indiana University at South Bend do by way of fulfilling its responsibilities as an urban university? More specifically, what ought IUSB do in the way of response to the recommendations of the 24 task forces in the "Agenda for the '80s" project? I'll begin by outlining some general principles that flow from our conception of the role of the university as the keeper of the neutral conversation that makes civilization possible, principles that

establish certain restrictions with respect to what the university ought or ought not to do by way of being responsive to certain sorts of problems.

(1) The university must never adopt as one of its purposes any form of community service that allows one group in society to use the resources of the university to dominate or exploit another group. Thus, a university would be wrong if it served as a consultant to a particular company for purposes of devising a strategy for destroying the union at the company. But the university could not prevent an individual faculty member working as a purely private consultant from doing that kind of work. At least the university itself, and what it stands for, is divorced from that kind of undertaking.

(2) The university ought never to become a "mere tool" in the hands of society or the state for achieving purposes that have not been freely adopted by the university, especially if those purposes are not congruent with the basic conversational mission of the university. Thus, it would be wrong for the state to coerce the university into offering programs that were nothing but training programs, that had no educational component whatsoever, that did not contribute to carrying on the conversation that is the foundation of civilization. This may be referred to as the autonomy condition.

(3) All forms of community service that are undertaken by the university ought to meet the following minimal justificatory condition, namely, that community service, whatever the very particular form that it takes, must carry into the community the neutral conversation that is the essence of the university. Thus, the university ought not ordinarily take a strong advocate leadership role with respect to controversial social, political, economic, or moral issues. Rather, its role should be a facilitative leadership role, the role of making possible the development of a relevant neutral conversation. The major exception to this principle would be a situation in which a very fundamental social issue was at stake, an issue that threatened to undermine the social conditions that were necessary for the maintenance of the neutral conversation itself. The facilitative role of the university also follows from the fact that the university does not have any privileged insight into "the Good."

As a practical matter, what are the first things that IUSB must do? I would mention two in particular. First, the university must educate the community so that it truly understands and appreciates the very important practical role that the university can play in generating and sustaining the neutral conversations that are a necessary condition for solving the most urgent problems that we face in this community, especially our economic problems. Second, the university must demonstrate in a multiplicity of ways its competence in contributing to effecting a solution to a broad range of urban problems. There are many sorts of things that IUSB has done along these lines already, but there is no collective impression in the community of all these things, or of the fact that those things would not have been done were it not for the fact that IUSB is here, and that IUSB is a resource of critical importance to the community.

The general strategy that I would recommend would involve the development of more university-community institutional linkages. I have in mind four broad areas: urban government issues, community economic development issues, community social welfare issues, community leadership development. The Michiana Urban Observatory should continue to be the focal point for urban government issues, though there are many ways in which I believe it needs to be strengthened. For purposes of community economic development I would recommend the creation of IDEAS, Inc., the Institute for Developing Economic Alternatives. For purposes of community social welfare I would recommend the creation of ASPIRE, Inc., the Associated Social Policy Institute for Research and Education. For purposes of community

leadership development I would recommend maintaining the "Agenda for the '80s" project. Finally, for purposes for curriculum development within the university I have what is currently a very foggy idea that I have labelled the ILIAD project, which stands for Integrated Liberal Arts Degree, the general idea being that of developing academic programs that more carefully integrated humanistic understanding with humanistic social practice.

Before explaining what each of these proposals would involve, a general point needs to be made, namely that the university ought not to duplicate the efforts of other agencies or representative groups of agencies in the community. This has nothing to do with efficiency; rather, it has to do with the appropriateness of the university assuming certain roles in the community. Thus, there is no reason why the university ought to have its own task force on the handicapped, or the problems of the elderly, or the problems of social service delivery. Instead, what must happen is that the university is seen as such a vital resource in the community that appropriate faculty members from the relevant Institute in the university would be invited to serve on these Boards or task forces, and so on. The faculty member may be able to provide certain forms of technical advice, or bring his/her professional knowledge to bear on the problem at hand, or provide access to certain information sources that people in the community may not generally be aware of. But the most important role of that faculty member will be that of facilitating the generation of a neutral conversation within that particular group. This means a considerable number of things that cannot be explicated in detail here, but in general it means a commitment to certain standards of intellectual honesty, the recognition of the need to provide arguments and evidence for one's point of view, and the avoidance of the use of bad arguments. It also means, from an organizational perspective, that if the group is to play some sort of policymaking or policy advisory role, then the faculty member will seek to make sure that all the relevant affected interests in the community are represented in that conversation.

I think all three of the Institutes I propose should have roughly the same structure, that is, the Urban Observatory, IDEAS, Inc., and ASPIRE, Inc. All should have a community advisory board that is broadly representative of those groups which have the greatest concern with the specific problems that the institute was designed to address. The primary purpose of the advisory board would be to help establish a problem agenda, and to serve as a defined set of community linkages. Each of the institutes would have an identified faculty of their own, drawn from area colleges and universities. This would have to be more than just a "paper" faculty, that is, a collection of names of people who have appropriate research interests. There would have to be some sort of annual, demonstrated commitment to the work of a particular institute. That might take the form of presenting a community seminar or workshop on a particular community problem, or it might take the form of participating in some community project that was connected with the institute. Also, each institute should have an intellectual life of its own; that is, in addition to carrying on the "business" of the institute of identifying problems and carrying out various community research projects, there should be opportunities on some regular basis for intellectual interchange among the members of the institute. That could be a quarterly seminar or a one-day annual conference, and so on.

Each of these institutes would have three broad missions: education, research, and community service. The education component would include both community education and education within the university; that is, these institutes ought to provide opportunities for our students to participate in the task of working out the social, political, and economic problems of this community. With respect to research each institute would encourage both traditional academic research relevant to the concerns of a particular institute and community-based, problem-oriented research. Finally, under community service would come various forms of technical

and organizational assistance, though the emphasis here must be on the fact that the assistance really does require the kinds of skills that are characteristic of an academic and congruent with the mission of the university. University faculty should not be used where the services of private outside consultants could be used just as effectively.

Let me briefly describe what I take to be the range of problems that each of these Institutes ought to be concerned about. First, there is the Institute for the Development of Economic Alternatives. I conceive of it as being concerned with a broad range of problems having to do with economic development, primarily at the local level. These problems would include increasing productivity, improving the quality of work life, reducing corporate flight, developing job creation strategies, creating mechanisms for better cooperation between labor and management, increasing local investment opportunities, improving the use of industrial revenue bonds, finding new economic uses for old industrial facilities, assessing employee stock ownership plans as a way of restoring local control of local industries, identifying new sources of equity capital, re-thinking tax policy as it relates to economic development, exploring the value of a publicly supported Local Development Corporation, and so on. At IUSB we have discussed creating something that might be called a Center for the Study of Productivity and Quality of Work Life. But in my judgment that is an excessively narrow focus, though it is certainly a very important problem area. What we urgently need to examine is a broad range of problems and proposals connected with economic development at the local level; for it does not seem to be the case that there is any one economic problem at the local level which, if solved, would miraculously resolve or even ameliorate all our other local economic problems.

What should the role of this institute be with respect to local economic problems? Perhaps there would be some circumstances under which some of its members could provide valuable technical assistance. But I do not think that ought to be one of its primary functions. Rather, to hearken back to the central theme of this paper, that institute ought to be an incubator for ideas relating to our economic problems; it ought to nourish those ideas so that they can make a connection with the practical possibilities of our local economic environment; it ought to provide a neutral forum wherein those practicalized ideas can be critically scrutinized from a variety of relevant perspectives. Again, it is my judgment that our society greatly undervalues such forums wherein neutral conversation can occur. Yet, if Lester Thurow's analysis of our nation's economic problems is anywhere near correct, then this undervaluing is itself a serious social problem. In his book The Zero-Sum Society he contends:

Since government must alter the distribution of income if it is to solve our economic problems, we have to have a government that is capable of making equity decisions. Whose income ought to go up and whose income ought to come down? To do this, however, we need to know what is equitable. What is a fair or just distribution of economic resources? What is a fair or just procedure for distributing income? Unless we can specify what is equitable, we cannot say whose income ought to go down. Unless we can say whose income ought to go down, we cannot solve our economic problems.<sup>12</sup>

What Thurow emphasizes throughout this volume is that there are solutions for our major economic problems. He denies that our economic problems are so puzzlingly complex that they altogether defy economic analysis and resolution. On the contrary, in most cases he sees the possibility of multiple solutions to our economic problems. But the common denominator of all potential solutions is that economic losses will have to be allocated among various social and economic groups, which is to say that some sort of equity decision will have to be made; yet we have no shared conception of justice which would allow us to allocate those losses fairly. And how might we achieve such a shared conception of justice? Are there any experts on the nature of justice that we might consult? Should we hire a gaggle of

philosophers from our most prestigious universities to articulate that shared conception of justice? If my earlier claim is correct, namely, that no one has a privileged vision of "The Good" or "The Just," then hiring a gaggle of philosophers would certainly be an unproductive approach. But if it is the case that a shared conception of justice can only be the product of a very widely shared neutral conversation, in this case a conversation that stretches all the way back to Plato, then that serves to emphasize the need for our own society to have social institutions wherein that necessary neutral conversation can be maintained and advanced. If Thurow is correct, then neutral conversation is not just a civilizing nicety in our society--it is essential to our economic prosperity.

Another illustration of the same point may be drawn from the experience of Jamestown, New York. That city had many of the same problems that are characteristic of South Bend-Mishawaka; that is, a steady loss of manufacturing jobs, the movement of plants to the South, poor productivity statistics, a "bad" labor image, and so on. In 1972 the mayor of Jamestown brought together representatives of organized labor and industry to see if they could establish a mechanism for discussing their common problems. What eventually came out of that meeting was the Labor-Management Committee of Jamestown, comprised of 15 union officials and 15 company executives. A year later Dr. Eric Trist of the Wharton School was brought in as a consultant to broaden the operational concept behind the Committee. About a year after that Dr. James McDonnell of Buffalo State University was brought in to serve as coordinator for the Committee. When he returned to the university after six months, James Schmatz, a labor relations consultant, was brought in to fill that role of coordinator. He used faculty from Cornell University for various training programs and in other consultative roles. By 1976 the loss of manufacturing jobs had been reversed, several plants had been saved from liquidation, a major new company had been brought in, and there were two major plant expansions. In addition, there was a marked improvement in labor-management relations and increases in productivity in a number of plants.

In this story several points need to be highlighted. First, it was the mayor, a neutral party representing certain public interests, who facilitated the organization of the original committee; it was not the local Chamber of Commerce, which would have been perceived by organized labor as something less than a neutral party in this effort. Second, the resources of area universities were tapped in order to establish a workable framework in which the necessary conversations could occur. Third, the resources of area universities were not used to solve any in-plant problems or any direct problems of labor-management conflict. Those problems had to be solved through the conversational process in that Committee. The role of someone like Dr. McDonnell was to coordinate, facilitate, and mediate that process, but he had no power to impose any sorts of solutions upon anyone. It seems to me that that is as it should be, if the conversational process is to represent, in Whitehead's words, the "victory of persuasion over force." None of this should be construed to mean that merely talking about problems will solve them; that rarely happens. What it does mean is that this conversational process is a necessary condition for solving any of our social, political, or economic problems in a way that is both fair and humane.

The second of the Institutes that I would recommend is ASPIRE, Inc., the Associated Social Policy Institute for Research and Education. This institute would have as its chief areas of concern a broad range of problems in the fields of health care and social welfare. Again, the primary focus of the institute would be on problems at the local level--problems connected with crime and the criminal justice system, problems connected with health care, especially providing adequate access to health care for the poor, problems connected with providing sufficiently for the needs of the mentally and physically handicapped, problems connected with being responsive to the multiple needs of the elderly, especially their need to have available to them meaningful social roles, problems connected with providing decent housing for all, problems connected with being responsive to the

multiple needs of the poor, problems connected with improving the number and quality of volunteers available to assist in the provision of social services in the community, problems connected with improving cooperation among social service agencies in the community in order to deliver services more efficiently and stretch out the use of increasingly scarce resources, and so on.

Let me pose a speculative question at this point. If the university had the financial resources to support only one of these two institutes, which would it choose to support and why? If the university chose to align its priorities with those of the federal government, our state government, and our local governments, then clearly the university would choose to support the institute concerned with the problems of economic development. But if the university chose to be responsive to the most pressing of social needs, then I would argue that the university would support the institute concerned with social policy and social welfare needs. This is not to downplay the importance of economic development as a social need, but it is to say that that social need must be viewed in terms of a larger context of social needs. Thus, it seems that we are witnessing a massive reallocation of economic resources in our society, that these resources are being reallocated for purposes of economic development, and that these resources are being taken from a broad range of social welfare programs. To complicate matters, we are in the midst of the worst economic recession since the Great Depression, which means that the demands being made on our social welfare system are increasing dramatically, even as the system itself is less able to respond to those demands. Arthur Blaustein, for example, has pointed out that during the first full year of the Reagan economic plan (federal fiscal year 1982), four million ordinary working Americans will be reduced to poverty, the greatest single-year jump in poverty since the Great Depression.<sup>13</sup> The irony is that even as the federal government calls for state and local governments to re-assume responsibility for meeting these social welfare needs, and even as the federal government calls upon the private sector to respond more generously to these social welfare needs, the exact opposite is happening. For better or worse, the federal government occupies a position of moral leadership in our society. It was the federal government that was in the forefront of the civil rights movement in the early 1960's. It is the federal government that is morally legitimating giving priority to matters of economic efficiency over matters of economic justice. These same priorities are reflected in program shifts occurring in state and local government, not to mention the giving priorities of local private foundations. In this connection it is noteworthy that the Lilly foundation contributed \$50 million in support of the domed stadium in Indianapolis as its way of supporting downtown development there. Under these circumstances I would suggest that it would be unseemly if the university, given the hypothetical question at the beginning of this paragraph, were uncritically to realign its priorities to accommodate the priorities of the federal government.

Blaustein articulates well the chief reason why such a shift of priorities would be unseemly. "There are certain natural principles of behavior, of caring and decency, that have prior claim over untested game plans of economic theorists or politicians on the make. It is the adherence to these principles that defines us as human."<sup>14</sup> In other words, Blaustein is contending that certain moral principles are at stake here, that these principles override any claims arising from mere matters of political or economic expediency, and that acknowledgement of such moral principles and their role in our social life is essential to what makes us human. Certainly all these points are arguable. What is unclear is that any of these points have been adequately argued in either our legislative halls or other appropriate forums. Under these conditions it would surely be unseemly if the university too, as the keeper of the neutral civilization that makes civilization possible, were to fail to generate the necessary neutral conversation, and instead quietly acceded to certain social and political pressures.

The third of what I have been referring to as "institutes" is the Michiana Urban Observatory. I would not recommend any name change here because there is

a valuable history behind the notion of an urban observatory which should not be lost. The purposes that were claimed by the National Urban Observatory project were as follows:

1. To help make available to local governments university resources useful for understanding and solving particular urban and metropolitan problems.
2. To achieve a coordinated program of continuing urban research, grounded in practical experience and application, and relevant to the urban management, human resources, and environmental and developmental problems common to a number of regions and communities.
3. To advance generally the capacities of universities to relate their research and training activities to urban concerns and to the conditions of urban living.<sup>15</sup>

I regard all of these purposes as reasonable and legitimate. The one caveat that I would enter was mentioned earlier in connection with Warren Bennis' remark that the urban university should serve as a "command post" for rebuilding and revitalizing the city, namely, that such a claim is both extravagant and wrongheaded. It is extravagant because it establishes expectations that are utterly unreasonable with respect to the capacity of the university to solve urban problems. It is wrongheaded because most urban problems are not the sort of problems that can be solved merely by bringing in the appropriate experts. That is, it is not just technical problems that need to be addressed. Can we really imagine who the experts might be who would determine an equitable distribution of the tax burden, or who should receive Community Development funds, or which programs or departments should accept reductions when the city budget must be trimmed? To be sure, there is a role for experts of various kinds in each of these problem areas; experts can help with the analysis of problems, and they can call attention to factors that decisionmakers might inadvertently overlook, and they can point up the consequences of certain proposed courses of action that might not be immediately evident. But experts cannot and ought not determine the larger framework of social, political, and moral values within which these problems are situated, for the choice of values and the nature of the commitment to these values is something that belongs to the political community as a whole. Moreover, these are not choices that are made once and for all; rather, they evolve, and ought to evolve, through a process of neutral conversation that embraces the history of that community. Hence, the broad purposes of the urban observatory, as outlined above, are quite appropriate, but those purposes are restricted by the fact that they must be carried out in such a way that a neutral conversation is both sustained and advanced.

As for the range of problems that ought to be subject matter for the urban observatory, it should include all those social, political, and economic problems that currently bedevil local governments. Given that local governments are in competition with the federal government for tax revenue, given the likelihood of a stagnant economy for most of the rest of the decade, given the possibility that some version of the new federalism will come to pass, given the exodus of middle class and wealthy taxpayers to the suburbs, most of our nation's cities face a multiplicity of urban problems that are serious now and will likely get more serious with each passing year, even as available revenue sources diminish. These problems include shrinking real budgets, inability to generate more tax revenue, the need to provide tax relief for local business and industry for fear of losing that business and industry otherwise, the need to provide a stimulus for new forms of economic development, the perceived need to revitalize downtown areas as commercial centers, the need to preserve and revitalize neighborhoods, the need to reinvest sufficiently in the capital resources of the city (sewers,

water, lighting, streets, and so on), the need to maintain a decent stock of housing for all, the need to support public recreational space, the need to protect the environment while at the same time not discouraging new industry, the need to provide adequate police and fire protection, the need to consider ways to reduce overlapping services among local units of government, and so on. This is a relatively short list, yet it is imposing. Moreover, it does not even include the "people" dimension of these issues; that is, the way in which poverty and racism complicate these matters, or the morale and turnover problems created when city employees do not receive cost-of-living increases comparable to what is being given in the private sector.

In addition to the three institutes described above, a fourth area of university social responsibility would be community leadership development. There are many aspects to leadership development, and it is not clear to me that the university has a special responsibility for all those different aspects. What I have in mind is the kind of community leadership development that was a central concern of the "Agenda for the '80s" project. Our primary focus in that project was developing in future community leaders a better understanding of a broad range of major public policy issues at both the local and national levels. We certainly wanted to move beyond a mere mouthing of the ideological cliches that often characterize the popular discussions of these issues. We wanted them to see more clearly the many ways in which diverse policy issues are interrelated with one another, and we wanted them to begin critically examining some of the policy proposals that have been made for resolving these issues. We also wanted to deepen their appreciation of the moral dimension of public policy, that is, the many conflicts of values that we must resolve each time a policy choice is made. Finally, all of this effort was premised on the belief that one of the very important functions that community leaders serve is that of being articulators of policy issues and policy choices for the community at large. If this is so, and if the primary purpose of the university is to preserve and enhance the neutral conversation that makes civilization possible, then this purpose can be carried out in the community at large through the education of community leaders in the ways described above; that is, they would understand that it was not their role as community leaders to say the final word on matters of public policy, but rather, the first word. They would understand too that it was their role to help sustain this neutral conversation, that this was part of what it meant to be a community leader as opposed to a spokesperson for some special or narrow interest.

At this point we arrive at the proverbial "bottom line," the question of the magnitude of the resources needed to launch and sustain the four projects described above. Two of these projects are already in place, namely, the Michiana Urban Observatory and the "Agenda for the '80s" project. What they need for the future are sustained leadership and energetic commitment. At a minimum that would mean 25% released time for the director of each of those projects. The other two projects would have to be organized from scratch. At a minimum that would require 50% released time for a director for each of those programs for six months; more likely a year. There is an immense amount of organizational work to be done, including identifying and recruiting members of a Community Advisory Board, identifying and recruiting a faculty from area colleges and universities, articulating goals and objectives, working out the details of a program of activities for the coming year, and so on. After this initial organizational period my guess would be that the latter two institutes could be maintained by a director with 25% released time, though this director could not be a mere "caretaker" director. Essential for the success of any of these institutes or programs would be a director who was an energetic self-starter, with good organizational skills, who could work well with faculty from a variety of other disciplines besides his/her own, and who could work well with a wide array of community leaders in terms of understanding and brokering their concerns. Also, the director of each institute

would have to have some ability to generate funds from external sources to support various institute activities where there were hard costs that had to be covered. That is, it could be reasonably expected that most faculty members would simply contribute their time within limits to support the activities of each institute, since this would be part of the 25% released time that the university currently grants all faculty for research and community service. Beyond that, however, salary replacement funds would have to be generated.

Also, it must be kept in mind that presently there are many legitimate demands that are being made upon the time of most faculty members. These are competing demands which obviously must be given some priority consideration by individual faculty members. A critical determinant in that ranking process is how the administration of the university ranks various kinds of service to the community in relation to teaching, academic research, service to the university, and other kinds of professional demands. If the administration of the university does not see the kind of community service that I have described throughout this paper as essential to the overall mission of the university, if the administration does not see these institutes as one way of translating into practical form the social responsibilities of an urban university, then it will be difficult to stimulate among faculty the enthusiasm necessary to carry out the work of these institutes. These are not easy choices. For the fact is that Indiana University must cope with demands for new academic program even as its base budget remains constant or shrinks. This means that some current university activities must be terminated in order to make resources available for those new programs. It also means that programs that are perceived as being "outside" the university will have a difficult time making claims on resources that currently support programs "within" the university. I make these last few points so that it is clear that "quick and easy" moralizing about the social responsibilities of the urban university ought not replace the difficult and demanding task of reflective moral analysis about the role of a university with limited resources in a society with limited resources.

This is not to suggest the indecent idea that a plea of limited resources can provide an excuse for an inexcusable abdication of responsibility. On the contrary, such a plea can do nothing more than initiate the neutral conversation that is required by this plea. It might turn out to be the case that this plea is sustained. After all, some very hard choices need to be made here. But if there is anything that should be clear from this paper, it is that such hard choices never excuse us from the obligation to participate in the conversational process. On the contrary, such hard choices increase the urgency of the need for opportunities for neutral conversation. That makes all the more urgent the social responsibility of the university to provide those opportunities.

The decade of the eighties may be a period of retrenchment. Let it be. But let us also remember that there can be no retrenchment with respect to our commitment to the conversational process. That can only be renegeing. Moreover, it is a renegeing of the most profound sort, for we are by nature rational beings, conversational beings, who can sustain ourselves as rational beings only through the conversational process. While there are many institutions in our society that can sustain this conversational process, there is only one institution that has this as its essential social responsibility, namely, the university. Hence, for the university too there can be no retrenchment with respect to its commitment to the conversational process, but only renegeing.<sup>16</sup>

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NOTES

1. Ralph A. Dungan, "Higher Education: The Effort to Adjust," Daedalus (Winter, 1970), p. 141.
2. Warren G. Bennis, "Great Expectations," in The University and the Urban Crisis, edited by Howard E. Mitchell (New York: Behavioral Publications, 1974), p. 25.
3. Peter Szanton, Not Well Advised (New York: Russell Sage Foundation, 1981), p. 60. The quotation itself was from a paper presented by Martin Rein and Sheldon H. White, "Policy Research: Belief and Doubt," which was presented at a conference on policy research in Cambridge, Mass. in 1975.
4. Derek Bok, Beyond the Ivory Tower: Social Responsibilities of the Modern University (Cambridge, Mass.: Harvard University Press, 1982), p. 307.
5. Alfred North Whitehead, Adventures of Ideas (New York: The Free Press, 1967, originally published in 1933), pp. 24, 25.
6. S. E. and Zella Luria, "The Role of the University: Ivory Tower, Service Station, or Frontier Post?" Daedalus (Winter, 1970), p. 78.
7. Ibid., p. 79.
8. Leonard M. Fleck, "The Liberating Function of Philosophy in Education," Interdisciplinary Perspectives, Vol. 10 (Winter, 1979), pp. 2-11.
9. Luria, op. cit., p. 82.
10. Ibid., p. 76.
11. Whitehead, op. cit., p. 25.
12. Lester C. Thurow, The Zero-Sum Society: Distribution and the Possibilities for Economic Change (New York: Penguin Books, 1981), p. 17.
13. Arthur I. Blaustein, "Moral Responsibility and National Character," Society, Vol. 19 (May/June, 1982), p. 25.
14. Ibid., p. 28.
15. Szanton, op. cit., p. 22.
16. Though I am certain that I can claim originality for my conception of the role of the university as the keeper of the neutral conversation that makes civilization possible, there are two larger philosophic perspectives that provided stimulation and direction for my thinking here. The first is a book by Richard Rorty, Philosophy and the Mirror of Nature (Princeton: University Press, 1979). His basic claim is that in seeking to understand the nature of philosophy we ought to think of it as a conversation that spans millenia, whose chief objective is the search for meaning, rather than as a special science that is seeking truth, and at that Truth with a capital 'T'. The other book I must mention is by Bruce A. Ackerman, Social Justice in the Liberal State (New Haven: Yale University Press, 1980). As the title

of the book suggests, Ackerman is concerned with articulating the theory of justice that he believes is required by a liberal state, that is, a state whose social institutions and practices are justified through the process of neutral dialogue rather than through mere power relationships. Thus, he writes:

A liberal state exists, in short, only when actual power relations can be rationalized through Neutral Dialogue. (p.81)

The ongoing liberal dialogue is endangered whenever a small group---be they "public" bureaucrats or "private" plutocrats---have enough power to suppress questions of legitimacy they find threatening. (p.235)

Again, Ackerman contends that we should think of Socrates as a model of what liberalism is all about, that is, "all people submit to questioning about the things they hold dearest; that each of us contemplate the possibility that our moral vision may be distorted; that all of us accept the discipline of dialogue and restrain the temptation to destroy those whom we cannot convince." (p.348).