A good neighbor is a fellow who smiles at you over the back fence, but doesn’t climb over it.

-- Arthur Baer
Imagine… A Hamden that:

Establishes an effective model for Town/Gown collaboration and co-existence

Constructs a university district with mixed-use buildings houses university students off campus AND out of single family neighborhoods; provides restaurants, commercial offices and other services that are available to students and Hamden’s general public

Shows a dramatic decrease in the number of students living in neighborhood housing

Employs graduates from area colleges and universities, keeping the best and the brightest

Co-sponsors educational, athletic, public service and other programs that integrate college and high school students

Incorporates alternative energy as part of educational infrastructure

Develops areas for student housing that enables walking and bicycling as the preferred mode of transportation

Five colleges and universities call parts of Hamden home: Southern CT State University (SCSU), Yale University, Albertus Magnus, Paire School of Art, and Quinnipiac University (QU). No private institution, for better or worse, impacts the Town of Hamden more than Quinnipiac University. It is one of Hamden’s largest employers and attracts over 6,000 and their parents to its campus every year.

Since the late 1980’s Quinnipiac University (formerly known as Quinnipiac College) increased its student enrollment “by more than 300 percent” and expanded its physical plant “from 100 acres to 604 acres”.

A significant part of this development includes the development of “the 250-acre York Hill Campus to meet the needs of undergraduates and serve as home to the TD Bank Sports Center”. The university has also established the:

- National Institute for Community Health Education
Although it has not been quantified, there is no question that University activities, its employees and its students have a significant, and positive impact on Hamden’s local economy. Equally true, however, students have a profound effect on home ownership availability, rent levels and noise in the neighborhoods adjacent to the university; Mount Carmel and the West Woods neighborhoods. Off-campus student housing in these neighborhoods is typically the rental of single family homes. These homes are restricted by zoning regulations to legally house a maximum of four unrelated individuals per dwelling unit. Student housing has exerted pressure on; the quality of life in family-oriented neighborhoods, traffic, on-street parking and the resale value of homes that have seen the effects of tenants too young and too inexperienced to know how to care for a home and nearby homes.

There are inherent lifestyle differences between college students and Hamden’s permanent residents, many of whom have grade school aged children or are empty nesters. The friction between a transient student population and permanent residents is certainly not unique to Hamden and Quinnipiac University. Virtually all municipalities with a college or university presence experience some conflict between these understandably incompatible populations. Students have strong motivation to live off-campus where rents are lower than University housing options, and there are few, if any, rules, with fewer enforcement efforts.

The lack of uniqueness, however, does not obviate the need to address the most persistent challenges affecting town-gown relations. The three most pressing issues are the need for Quinnipiac University to:

1. Construct enough on-campus housing for every undergraduate student, as promised and required to do per Special Permit # 06-1096;
2. Take responsibility for, and addressing off-campus student behavior; and
3. Provide financial assistance to Hamden in a manner distinct from the State mandated Payment In Lieu of Taxes (PILOT) to help defray the cost to the town’s taxpayers for emergency services to the university students and on university property.

For the academic year 2014-15, Quinnipiac University reported an enrollment of 6,335 students, a self-reported increase of over 300% since the late 1980’s. The University is three miles from the center of town, a straight run along Whitney Avenue and the Farmington Canal Trail. Although Whitney Avenue there are restaurants, retail establishments, and personal services within walking distance or an easy bus or bicycle ride, a majority of upper-class-men and -women have cars registered on campus. The distribution of parking tags that allows students that live on the York Hill Campus to drive to and park at the Mount Carmel Campus suggests that these cars are used for more than traveling between school and home. This suggests that there
are destinations that students want to reach, but are not within an easy walk, bicycle or mass transit ride.

In 2007-08, Quinnipiac University reported an enrollment of 5,455 students with 3,475 university owned student beds; enough beds for 63.7% of the student body. In 2014-15 they reported an enrollment of 6335 students. Since then, they have increased the number of on-campus beds by 1,593 with the acquisition of Whitney Village in 2009, and the development of the York Hill Campus in 2007.

Despite this significant increase the number of on-campus beds, Hamden’s neighborhoods are still being negatively impacted. The increase in beds has been offset by a simultaneous increase in enrollment.

Even if all off-campus housing was under university control, there would still be friction between students and permanent residents. The issue is less with whether students live dormitories or in off-campus housing, than with where they live and the impact of student behavior on neighbors. Student behavior is rarely, if ever, raised as an issue in apartment housing on Mix Avenue. Complaints come from single-family neighborhoods, particularly in the West Woods and Mount Carmel sections of town.

<table>
<thead>
<tr>
<th>Academic Year</th>
<th># of Enrolled Students Reported to IPEDS</th>
<th># of On-Campus Beds Available as Reported to P+Z</th>
<th>Maximum % of Enrolled Students that could live On-Campus</th>
<th># of students actually living On-Campus</th>
<th>% of Enrolled Students actually living On-Campus</th>
<th># of students actually living Off-Campus</th>
</tr>
</thead>
<tbody>
<tr>
<td>2007-08</td>
<td>5,455</td>
<td>3,475</td>
<td>64%</td>
<td>na</td>
<td>na</td>
<td>1,980</td>
</tr>
<tr>
<td>2014-15</td>
<td>6,335</td>
<td>5,020</td>
<td>79%</td>
<td>4,749</td>
<td>75%</td>
<td>1,586</td>
</tr>
<tr>
<td>Net Change</td>
<td>880</td>
<td>1,445</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>% Change</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>between ’07 –’08 and ’14–’15</td>
<td>16%</td>
<td>42%</td>
<td></td>
<td></td>
<td></td>
<td>20%</td>
</tr>
</tbody>
</table>

Where university students live:  

Where families live:
A bad neighbor is as great a calamity as a good one is a great advantage.

-- Hesiod

Impact of Student Behavior on single-family neighborhoods:
Students have a profound effect on homeownership availability, rent levels and noise in the neighborhoods adjacent to the university. Off-campus student housing in these neighborhoods is typically the rental of single family homes. These homes are restricted by zoning regulations to house a maximum of four unrelated individuals per dwelling unit. Student housing has exerted pressure negatively on:

1. The quality of life in family-oriented neighborhoods;
2. The “hours of operation” of a neighborhood populated with those that typically work 9am-5pm;
3. Traffic; speeding, driving while intoxicated, accidents involving property damage and fatalities;
4. On-street parking availability;

Number and types of complaints (i.e., noise, parties, underage drinking, vandalism, etc)

Data from HPD:

There is a striking difference in neighborhoods between when the university is in session and when students are gone for holidays and summer break. Students’ social activities are frequently loud and run late into the night. Most students drive an automobile, resulting in traffic issues, particularly speeding on town streets. Students who live in a particular house one year are not likely to be there the next. They will be replaced by other students unfamiliar with any previous agreements or civil understandings among neighbors. Off-campus dwellings occupied by college students, particularly older houses, are often allowed to deteriorate by absentee owners. This deterioration can result in blight and may result in decreased property values.

[INSERT MAP OF LOCATION OF STUDENT HOUSING]

What residents are saying (add comments from surveys):

ADD: Taxing QU homes used for student housing


http://www.cga.ct.gov/2015/AMD/H/2015HB-06965-R00HA-AMD.htm

Payment In Lieu of Taxes (PILOT)
In Connecticut, property owners who fall into specific categories may be exempt from local property taxes. In order to reimburse cities and towns for this lost property tax revenue, the State of Connecticut offers a Payment in Lieu of Taxes (PILOT) for some of these properties. The State of Connecticut Office of Policy and Management administers these PILOTs program pursuant to CGS §12-19a, §12-19b, §12-19c, §12-20a, §12-20b, §4b-39 and §32-666. For the Town of Hamden, the most significant of these PILOTs are those designated for property owned by Private Colleges and General and Free Standing Chronic Disease Hospitals (commonly known as “Colleges and Hospitals”) and those designated for State-Owned Property. The Colleges and Hospitals PILOT reflects 77% of a municipality’s tax losses. The State-Owned Property PILOT is determined by property use:

- 100% of tax losses for state prison facilities used for purposes of incarceration in the prior fiscal year, that portion of the John Dempsey Hospital used as a permanent medical ward for prisoners, the Connecticut Juvenile Training School, land designated under the 1983 settlement boundary and taken into trust by the federal government for the Mashantucket Pequot Tribal Nation on or after June 8, 1999, and all state-owned property in a town in which the State of Connecticut owns more than 50% of the property within the town's boundaries;
- 65% of tax losses for the Connecticut Valley Hospital; and
- 45% of tax losses for all other state-owned real property, certain real property leased by the state as described in §4b-39, and municipally-owned airports.

While these reimbursement rates are set in the Connecticut General Statutes, they are subject to the appropriation levels set by the General Assembly during the budgeting process. While the Colleges and Hospitals PILOT is supposed to reflect 77% of lost taxes, only 35% of those lost taxes were funded in 2015. Between 2008 and 2015, the funding rate for the Colleges and Hospitals PILOT ranged from a high of 54% to a low of 33%. Likewise, the State-Owned Property PILOT, intended to represent 45% of lost taxes, was 26% in 2015. Between 2008 and 2015, the funding rate for the State-Owned Property PILOT ranged from a high of 35% to a low of 23%.

Inequality is tricky to measure in college towns. As Ben Casselman explained for *FiveThirtyEight* last year, the Census Bureau doesn’t consider loans when it estimates student income, for example. So college towns, with their disproportionately high student populations, tend to register as poorer than they actually are. Students, who benefit from forms of income that don’t show up in official accounting, bring down the city’s median income—against which they often look privileged by comparison, thanks to parental support.


**POLICIES, BLUEPRINT FOR SUCCESS + INDICATORS OF PROGRESS**
A Big Idea: Compatible coexistence of the Town and Quinnipiac University requires mutual commitment to cooperation and compromise.

Blueprint for Success:

1. Memorialize a commitment by the President of Quinnipiac and the Mayor of Hamden to meet at least twice a year to review and propose solutions to issues affecting the coexistence of the two entities.

   Lead Agency: Mayor’s Office, Quinnipiac University

Indicators of Progress:

□ Fewer headlines in newspapers proclaiming conflict between Quinnipiac University and the Town of Hamden

□ An increase in the number and publicity of cooperative efforts between Quinnipiac University and the Town of Hamden

A Big Idea: Recognize that college students should be able to live a lifestyle that is conducive to their age and stage of life, while not imposing this lifestyle on neighborhoods that were developed for a different demographic cohort.

Blueprint for Success:

1. The Planning & Zoning Commission should hold Quinnipiac University to housing at least 95% of its student population;
   
   Lead Agency: P+Z Commission

2. Patrol, by Quinnipiac Public Safety, of off-campus student housing sites, by car, on a regular basis, regardless of building ownership. This should be incorporated into the duties of QU Public Safety;

   Lead Agency: Quinnipiac University

3. Revise the zoning regulations to allow the development of a university district. Development should include roadway improvements to Whitney Avenue that make it safer to cross on foot or bicycle, adds sidewalks, roadway medians and on-street parking. Funding should consider a public/private partnership between the State and the University;

   Lead Agency: Quinnipiac University, State of CT, Town of Hamden

4. Develop a system, within the University that requires students to earn the right to live off-campus. This system should include community service credits for working in the community; an introduction to each neighborhood in Hamden; successful completion of a basic course in how to take care of a house - inside and outside;

   Lead Agency: Quinnipiac University

5. Develop and enforce a clear protocol regarding trash removal from any student housing facility; The Hamden Legislative Council should consider a new ordinance that requires owners of buildings with more than 10 dwelling units to provide at least one 60 gallon covered and wheeled trash and recycling bin for every three units;

   Lead Agency: Legislative Council
6. Consider amending the Hamden Zoning Regulations to limit areas in Town that permit student housing;  
   **Lead Agency:** P+Z Commission
7. Draft an ordinance that outlines a process for revoking a landlord’s student housing permit for at least three years if caught renting to more than four students per dwelling unit;  
   **Lead Agency:** Legislative Council
8. The University should develop a code of conduct for on- and off-campus behavior, with penalties that include expulsion, revocation of the right to live off-campus, and reparations for property damage when appropriate. Students should be compelled to sign this code prior to being allowed to live off-campus.  
   **Lead Agency:** Quinnipiac University

Indicators of Progress:
- A significant decrease in the number of students, particularly undergraduates, living off-campus;
- A clear understanding of rights and responsibilities between Quinnipiac University and the Town of Hamden;
- A decrease in the amount of negative press given to both Quinnipiac University and the Town of Hamden.

**A Big Idea:** Integrate University expansions with Hamden’s planning goals. Create healthy, sustainable and appropriately located and scaled buildings that include safe outdoor spaces between buildings. Create a network of streets, sidewalks and buildings that can serve students and permanent Hamden residents.

**Blueprint for Success:**

1. Consider a revision to the Hamden Zoning Regulations for the area bordered by / within Woodruff, New Road, Sherman Avenue Extension and Whitney Avenue to allow for a new university district development; Include both sides of Whitney Avenue in any form-based changes to the regulations;  
   **Lead Agency:**
2. Develop a university district in the vicinity of the QU Mount Carmel Campus and Whitney Avenue between the Route 40 Connector and the West Woods / Mount Carmel intersection, and New Road. Construct three to five story mixed-use buildings that provide retail and commercial space in many of the first floor spaces, and university supervised apartments on the upper floors;  
   **Lead Agency:**
3. Encourage CT-DOT to provide safe pedestrian and bicycle crossings on Whitney Avenue;  
   **Lead Agency:** Quinnipiac University, Town of Hamden
4. Encourage CT-DOT to fund significant streetscape improvements and traffic calming designs along Whitney Avenue from the Route 40 Connector to the Mount Carmel / West Woods intersection;
   **Lead Agency:** Quinnipiac University, Town of Hamden
5. Examine opportunities to expand mass transit use by students, staff and faculty including routes that connect York Hill Campus, Mount Carmel Campus, North Haven Campus; aim to integrate the Quinnipiac Shuttle system with other forms of mass transit in the area such as public bus routes and area rail stations;
   **Lead Agency:**
6. Create car and bike sharing programs on campus to limit the need for automobiles.
   **Lead Agency:**

**Indicators of Progress:**
- A significant decrease in the number of students, particularly undergraduates, living off-campus;
- The establishment of retail, commercial and residential uses that cater primarily to students in an area adjacent to Quinnipiac University;
- A decrease in the number of students living in single-family neighborhoods;
- An increase in the Town’s commercial tax base;
- An increase in the number and types of jobs available in Hamden such as construction jobs and business ownership opportunities.

**A Big Idea:**
Community citizenship applies to everyone in town; permanent and transient populations. Increase opportunities for students to respect Hamden by encouraging them to establish local roots.

**Blueprint for Success:**
1. Explore effective communication tools to connect students, staff and faculty to the rest of the Hamden community, enabling further positive integration around cultural, volunteer, and employment opportunities;
   **Lead Agency:** Quinnipiac University, Town of Hamden
2. Help students establish roots in the community by expanding programs that connect them to Town government, cultural and volunteer events, and entrepreneurial opportunities;
   **Lead Agency:** Quinnipiac University, Town of Hamden
3. Expand and publicize ways that students engage in public service activities like Quinnipiac University’s “The Big Event”, the Presidential Public Service Fellowship, coaching, mentoring, Big Brother/Big Sister programs, Habitat For Humanity, etc;
   **Lead Agency:** Quinnipiac University
4. Develop a Community Ambassador Program to welcome students to Hamden, and a “Welcome” program geared specifically to students who will be living off-campus;
   **Lead Agency:** Quinnipiac University, Town of Hamden
5. Connect local employers to the University and develop an ambassadors program from major employers in the area;
Lead Agency: Quinnipiac University, Hamden Economic Development, Hamden Regional Chamber of Commerce

6. Encourage Town leaders of sports, philanthropic, entrepreneur and artistic programs to reach out to the QU community.
   Lead Agency: Quinnipiac University, Hamden Sports Organizations

Indicators of Progress:
- University students feel welcome in Hamden;
- An attractive and safe development occurs along Whitney Avenue that serves students and permanent residents, and encourages both groups to interact in a positive, friendly setting;
- Job opportunities become available to university graduates within Hamden.

A Big Idea: Recognize that a vibrant local economy near QU serves the University, the students, their parents and the Town.

Blueprint for Success:
1. Invigorate the local economy with goods and services that appeal to students, and encourage opportunities for them to be located within walking distance of the QU campus.
   Lead Agency: Quinnipiac University, Hamden Economic Development, Hamden Regional Chamber of Commerce, Hamden Real Estate Community
2. Create a university district adjacent to the Mount Carmel Campus and along Whitney Avenue where mixed-use buildings can provide retail and commercial employment opportunities for students, entrepreneurial opportunities for alumni and Hamden citizens, and a local development resource for everyone.
   Lead Agency: Quinnipiac University, Hamden Economic Development, Hamden Regional Chamber of Commerce, Hamden Real Estate Community

Indicators of Progress:
- An increase in the number and types of services offered to students within walking distance of the QU campus;
- A decrease in the number of student owned cars registered with the university;
- An increase in the number of jobs created in proximity to the QU campus;
- Fewer students living in single-family neighborhoods.

A Big Idea: Recreational, economic and cultural opportunities that include the Town and the University benefit everyone.

Blueprint for Success:
1. Maximize the opportunity to create infrastructure that encourages interaction between students and permanent residents. Examples include benches, pocket parks, fountains, decorative lighting, public art, bike racks, etc.;
   Lead Agency: Quinnipiac University, Town of Hamden, Private Property + Business Owners
2. Develop a joint arts strategy to share talent, resources and recruiting methods that can bring the arts to a greater number of residents in the region;
   Lead Agency: Quinnipiac University, Town of Hamden, Local Artists + Business Owners
3. Explore opportunities to share recreational and cultural facilities;
   Lead Agency: Quinnipiac University, Town of Hamden, Local Artists + Business Owners

Indicators of Progress:
- Development increases near QU with appropriate uses to the area;
- Joint programs involving the arts increase in Hamden;
- Economic growth includes businesses that serve students and permanent residents.

A Big Idea: Landlords should share the responsibility for better student tenant behavior.

Blueprint for Success:
1. Consider an ordinance that requires landlords to include standardized language in every student housing lease that addresses behavior;
   Lead Agency: Legislative Council
2. The university, neighborhood organizations, landlord organizations, realtors and student groups can promote landlords who include language that address tenant behavior;
   Lead Agency: Legislative Council, Quinnipiac University, Town of Hamden, Landlords, Neighborhood Associations, Local Realtors
3. Encourage and model better behavior and community engagement. Examples include educational programs, informal outreach between neighbors and students, and student service projects.
   Lead Agency: Quinnipiac University, Neighbors, Students, Parents

Indicators of Progress:
- Passage of an ordinance that requires the inclusion of lease language addressing behavior.
- A list of endorsed landlords does not include those that do not take responsibility for student-tenant behavior.

A Big Idea: Universities and colleges should share the responsibility for better off-campus student behavior.

Blueprint for Success:
1. Educate students regarding acceptable behavior and the impacts of poor behavior. This should be part of a program that allows students to live off campus.
   Lead Agency: Quinnipiac University, Neighbors, Students, Parents
2. Impose penalties for poor off-campus behavior;
   Lead Agency: Quinnipiac University, Hamden Police Department, Parents
3. Require first and second year students to live on-campus, provide alternative (to dormitories) choices for on-campus housing, or simply provide more on-campus housing relative to student population.

   **Lead Agency:** Quinnipiac University

**Indicators of Progress:**
- A clear policy, instituted by the university, regarding off-campus student behavior is adopted and rigorously enforced;
- The number of police calls regarding university students decreases;
- The opportunities for collaborative ventures between the Town and the university students increases;

**A Big Idea:** The Town of Hamden should periodically confirm that the fees charged to landlords renting to students are commensurate with the administrative time that it takes to review, inspect and enforce these permits.

**Blueprint for Success:**

1. Assess the fee schedule and implement an appropriate and defensible fee structure for all off-campus student housing.

   **Lead Agency:** Legislative Council

**Indicators of Progress:**
- Student housing fees are reviewed and revised periodically.

**A Big Idea:** As students move out of single-family homes and either back on campus or to a newly established university district, Quinnipiac University should take responsibility for any single family house the last housed their students.

**Blueprint for Success:**

1. “Turn back” houses and duplexes that have been converted to student rentals in areas that are not part of a university district, R-5, or T-5 zoning district. Should such a house remain on the market for more than six months, and listed at a market rate within 1% of commensurate housing in the area, the university should be obliged to purchase said house and “turn back” the house to a non-student housing residence.

   **Lead Agency:** Legislative Council, Quinnipiac University

**Indicators of Progress:**
- Hamden’s neighborhoods are restored to more permanent home ownership.
Survey of QU students - QU has not agreed to allow the Town to poll their students.