

Chapter IX. TOWN & GOWN ELEMENT

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A. OVERVIEW

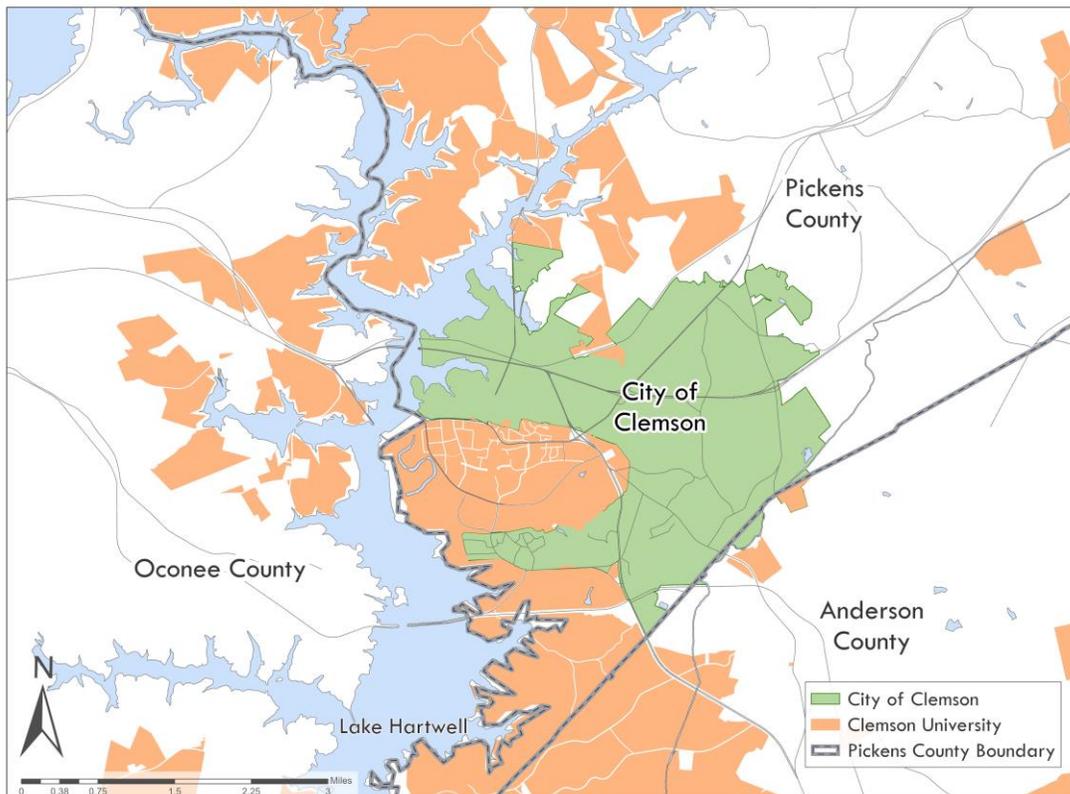
Communities that have an institution of higher education are very special places. These communities, often referred to as “the town,” are presented with tremendous opportunities with the influx of young people each fall to begin or resume studies at colleges and universities, referred to as “the gown.” The community calendar explodes and energy flows with the beginning of each semester. Town residents enjoy the arts and athletic venues associated with colleges and universities. A buzz of excitement and energy surrounds this unique relationship. In fact, the allure of retiring in an environment of academic growth is a growing attraction to many baby boomers. A community’s personality can be intertwined so tightly with the local college that in some cases it is difficult to determine where the college and town lines separate. This is very apparent in Clemson where a first-time visitor would be hard-challenged to indicate on a map where the University ends and the City of Clemson begins.

In addition to the benefits, towns that host institutions of higher learning tend to have unique challenges. An influx of college students in neighborhoods and downtown areas presents issues associated with alcohol use, noise, traffic, housing, and parking. Often these challenges can grow into conflict and special remediation techniques are required to alleviate stress in the relationships between students, local homeowners, city officials and higher education officials.

Coordination is the ideal level of collaboration to strive for in the Town/Gown relationship. Coordination among students, university staff, permanent town residents, town leaders and local government needs to be ongoing and in-depth. This includes the sharing of information and resources and regular meaningful communication. Towns engaging in these practices are those most successful in minimizing conflicts such as student misbehavior, erosion of single-family neighborhoods and the effects of campus expansion and development on local infrastructures. Of equal importance is communication with neighboring colleges and universities (Tri-County Technical College and Southern Wesleyan University), whose students may also live in the town and aren’t familiar with the City of Clemson housing and rental standards. Communicating with other nearby postsecondary institutions can help remedy many concerns and is important in keeping open and positive interactions at the university level.

Understanding the history and culture of the university, students, faculty and staff, as well as the city and its residents and staff, along with the physical aspects of the broader community the two comprise, are all important for an accurate analysis of the causes of conflict and to provide a basis for enduring solutions.

MAP IX-1. CLEMSON CITY AND CLEMSON UNIVERSITY LANDS



Source: City of Clemson Planning and Codes Administration, 2019

B. JOINT CITY UNIVERSITY ADVISORY BOARD

Princeton Review named the Clemson University and the City of Clemson the #1 Town/Gown relationship in the country for 7 consecutive years. Then, in 2016 it dropped to #9, 2017 #5, 2018 #6, and back to number 1 in 2019. At the time of this update, however, the relationship between the City and University is seen by many to be somewhat strained. Historically, Clemson's Town/Gown committee, the Joint City University Advisory Board (JCUAB), has been a strong organization made up of an equal number of City employees and key University representatives. Executive members of the University and the City serve along with police leadership, meeting monthly to proactively address issues that may arise. However, in recent years, the challenges associated with the impacts of the university's growth have resulted in calls for the purpose and efficacy of the JCUAB to be evaluated, particularly as changes in leadership and decreased engagement challenge the function of the board.

One of the traditional strengths of the JCUAB has been to act as a programming agent that develops events to bring the City and University together in an effort to address significant issues. One example of this mission was seen in the establishment of the Clemson Regatta, which, although relatively short-lived, was an event that included inviting more than 300 members of the community to meet the NCAA women's crew team and share their facilities in a competition that raised funds for local charities. This spirit was also seen in the public input sessions related to the Douthit Hills project, a new student development that added 1600 bedrooms in an area of the campus that abuts a well-established Clemson neighborhood. These efforts ended with positive results for both parties.

In spite of such efforts, other events have served to highlight a need to improve communication and coordination. In 2017, a proposed Clemson University Steam Plant was sited approximately 100 feet from an old established neighborhood just off the Clemson Campus. Residents of the neighborhood, most of whom were surprised by the news, were joined by a number of other citizens to oppose the proposal. Ultimately, local state legislative representatives facilitated a reconsideration of the location, which resulted in having the facility sited to a more suitable location. The results of the lack of communication were again evident only a few months later when, in 2018, many City residents were surprised by the announcement that a new Duke Energy electrical switchyard would be constructed on university land adjacent to a residential area. Subsequent to the announcement, Duke Energy and Clemson University addressed the issue with a public information effort that helped to at least partially erase most concerns. Many city residents felt, however, that greater transparency and open communications might have helped to avoid the unnecessary conflict.

The Clemson Area Transit (CAT) system is a successful joint venture between the University and the City and is an important asset to all members of the community, with CAT transporting many thousands of area residents and visitors every month throughout the year. The value of this service is magnified during football season, when home games see the population of Clemson often swell from 16,000 to 120,000, with the crowd bringing substantial revenue into the community. To maintain this value, it is imperative to maintain the necessary coordination between the City and University required to make these game days safe and positive.

The University and City share a fire and rescue service. Many members of the Clemson University faculty serve on boards, committees and commissions for the City, bringing their expertise to bear on civic matters. This relationship is likely the best of the joint services between the City and University.

The City provides most of the mulch for the University grounds, which comes from recycled residential yard waste. This program reduces yard waste and enhances campus beautification efforts.

The JCUAB could perhaps be the most significant catalyst for fostering the Town and Gown relationship over the next decade. Many of the goals, objectives, and strategies proposed for the Comprehensive Plan already had a starting point in the JCUAB. In order for both the City and University to thrive, concerted efforts should be made to improve the relationship between the two.

One significant outcome of the JCUAB was a Creative Inquiry project led by Jeff Martin (Director of the Madren Center at Clemson University) and Crossie Cox (Clemson City Council) along with a group of Park, Recreation, and Tourism Management (PRTM) students at Clemson. The results of this research (November 2013) provided tremendous support and direction to the development of the Town and Gown element of the Comprehensive Plan and, in addition to being excerpted in this report, “A Study of Town/Gown Relationships Enhancers/ Inhibitors for Success” can be found in the Planning and Codes Department in its entirety.

FIGURE IX-1. CLEMSON 2012 REGATTA WINNERS

Source: City of Clemson, 2014.



C. INTERNATIONAL TOWN-GOWN ASSOCIATION

In 2008 the Clemson Joint City-University Advisory Board, (JCUAB) officially formed the non-profit International Town-Gown Association. After two years of research, the JCUAB created this network of resources to assist civic leaders, university officials, faculty, neighborhood residents and students to collaborate on common services, programs, academic research and citizen issues. The ITGA's initial focus was on sharing examples of how colleges and communities are working together to collectively raise revenues and lower expenses. Additional college town issue discussions include economic development, alcohol use, planning and housing, health and safety, and other common issues. The ITGA has initiated a web site at www.town-gown.net that describes these communication services and member benefits of the organization.

Former Clemson University President James F. Barker and City of Clemson Mayor Larry W. Abernathy acted as the Founding Organizers of the non-profit. They established the first Board of Directors for the International Town-Gown Association on September 15, 2008 and appointed the agency's first Executive Director. President Barker and Mayor Abernathy stated in a letter to prospective founding members, "We have affirmed a need to bring the leaders of colleges and universities together with community leaders to engage their staff, faculty, volunteers, citizens and students to work together in a more collaborative effort in addressing problems and creating opportunities specific to issues of college towns. Increasing operating costs, shrinking budgets and higher living and educational demands from students and citizens make partnering for a common good more important now than ever."

The University of Colorado-Boulder, the City of Boulder, CO and California Polytechnic State University became the first official Founding Partners for the ITGA. Today, ITGA membership includes close to 200 universities, colleges, towns, and cities across the US and Canada.

The International Town-Gown Association (ITGA) is a membership-based organization whose purpose is to be the College Town Resource Center serving as the primary information resource for common issues between institutions of higher learning and the cities in which they reside. In an environment of municipal spending and taxation limits, state budget cuts and concerns about rising tuition, cities and universities are seeking ways to share costs of services and programs and achieve greater economies of scale. As recognition of the benefits of positive town-gown relations grows, colleges and communities need a place to turn for contact information, program assistance, and examples of successful partnerships and solutions to common problems. The assistance must be able to cross-jurisdictional and professional lines. Stories must be told, and examples must be shared to show that successful partnerships and shared leadership between colleges and communities are possible and advantageous.

In 2014, the City of Clemson and Clemson University hosted the tenth annual conference at Clemson University's Madren Center. The event, filled with informative presentations and many extracurricular activities, was well attended with more than 200 participants from Town-Gown institutions and cities from across the country.

After more than 25 years of the same organizational structure and leadership style, the JCUAB recently amended its monthly meeting format in expectation of re-energizing the partnership between the City and the University. At the heart of the change was the formation of work groups focused on the following areas: Public Safety, Public Works, Housing, Transportation and Parking, Recreation, Economic Development, and Communications. Through the creation of the small groups with targeted areas of responsibility, it is believed that specific issues can be addressed in a manner which will better establish measurable goals, and thereby foster and maintain better communication and understanding for both the City and University.

**FIGURE IX-2. PRESIDENT CLEMENTS AND
MAYOR JC COOK, III**



Source: City of Clemson, 2014

FIGURE IX-3. ITGA CONFERENCE ATTENDEES CELEBRATING IN THE PRESIDENT'S BOX AT HOWARD MEMORIAL STADIUM



Source: City of Clemson, 2014

D. CITY OF CLEMSON AND CLEMSON UNIVERSITY PARTNERSHIPS

Outside of the formal JCUAB and ITGA relationships, the City and Clemson University work together on a daily basis to provide essential services to City residents and students on campus. The City has a partnership with Clemson University to provide fire, emergency medical services, and public transportation to the community. The City provides fire trucks and contracts with the University for fire and medical service. This allows the City to save money and provides the University with additional funding for increased full-time staff. The University also partners with the City to run Clemson Area Transit (CAT). Through a partnership program, CAT is able to leverage student transportation fees as a local match to obtain federal transportation funding.

The City of Clemson also contracts with Clemson University and the Town of Central to provide jail-holding services at their 48-hour jail detention facility. The contract with the other entities offsets operational costs, while helping Central and the University avoids the costs of building and staffing a jail. Beginning in 2019, Clemson University began using the City of Clemson Courtroom for their trials.

The City of Clemson partnered with Clemson University to upgrade portions of the Littlejohn Coliseum in 2008 and helped fund rehabilitation efforts at the South Carolina Botanical Gardens (SCBG) in 2013. The Littlejohn Coliseum upgrades included a new curtain system that allows for increased and a wider variety of events. The funds given to the SCBG helped restore large parts of the garden after a major flooding event. The City also provides the SCBG with mulch collected through the City's brush removal service at no cost to the University.

The partnership between the City and the University extends beyond programming and funding to include land leases and shared facilities for sporting and community events. The City leases land from the University for Old Stone Church Park for \$1 annually and offers Clemson University club-level sports teams use of various athletic facilities across the City.

For seven weekends each year the City, Clemson University, and other partners come together to manage the issues that arise when more than 120,000 visitors flood Death Valley and the Clemson area for Tiger football games. The emergency response personnel begin planning months in advance to coordinate emergency teams. These teams include City, University, and County police, fire, state troopers, sheriffs, and other emergency services staff, as well as the Federal Bureau of Investigation (FBI) and Homeland Security. These groups document all activities happening in Upstate South Carolina on every football weekend and monitor weather and wind patterns, evacuation routes, hospital capacities, air and train traffic, and any other factors that may influence the safety of event attendees.

FIGURE IX-4. HOWARD MEMORIAL STADIUM AND DEATH VALLEY



Source: City of Clemson, 2014.

Similar coordination of emergency personnel is required for other Town and Gown events throughout the year. These include First Friday, an annual parade that draws thousands of people to Downtown Clemson and Bowman Field, as well as Welcome Back, where businesses open their doors and welcome students back after summer break.

FIGURE IX-5. CAT BUS ON LOCKDOWN DURING A FOOTBALL WEEKEND



Source: City of Clemson, 2014

E. SUMMARY FINDINGS

The existing relationship between the City of Clemson and Clemson University is an evolving partnership in which both parties are striving to create a healthy and attractive environment for both students and residents. The City and the University are at the core two separate institutions and municipalities yet share a mutual goal of leveraging resources and working together as one. There are many opportunities that are enhanced by the proximity of Clemson University to the City. Conversely, there are unique challenges presented by having such a large percentage of the City population comprised of young and transient students. The partnerships forged through the shared commitment of working together and the continuous ranking as one of the nations top Town-Gown relationship is proof that it is possible for each to fulfill their respective mission.

F. ISSUES AND TRENDS

The key findings of the 2014 Town and Gown Committee was that the relationship between the City of Clemson and Clemson University at the time was positive and mutually beneficial. The Committee did identify additional opportunities with specific recommendations for improving the Town/Gown relationship. The primary areas of need and opportunities are to:

1. Continue to build upon the existing Town/Gown relationship.
2. Increase communication, openness, and transparency between the City and University.

3. The City and University should partner to build projects that are bigger and better together than they would be separately.
4. Maintain open communications regarding transportation and work together to build the best transportation and parking network possible.

In addition to addressing some of the challenges presented by a university and town sharing space, it is important to explore maximizing some of the opportunities which such circumstances present. Developing a more coordinated calendar of events, establishing mentoring programs, and developing events which bring the students and residents together in a fun and interactive manner are all objectives for the decade ahead.

The Town and Gown Comp Plan Update Committee came to the conclusion that the past five-years have resulted in a slow decline of relations due in part to a lack of communication and due by large measure to a significant increase in enrollment without commensurate addition to on-campus housing. This has resulted in the addition of over 4000 new student housing beds being built in Clemson since 2014 and the visible change has been unsettling to the community. This, along with cutting back on funding CAT and adding more commuter parking spaces have led to an increase in traffic. Traffic congestion was recently cited by a City-wide survey as the number one concern of Clemson citizens. Beginning in 2018 and continuing into 2019 the University underwent a major infrastructure project that required the partial and at times complete closure of Highway 93 (named Walter T. Cox Boulevard after the University took over the road from the DOT). The negative impact this closure had on citizens and downtown merchants further strained the Town/Gown relationship.

The key issues and trends continue to revolve around improving and maintaining a high degree of openness and transparency as the City and University collaboratively address the concerns of student and resident housing, parking, transit, and student/resident relations.

G. GOALS, OBJECTIVES AND STRATEGIES FOR IMPLEMENTATION

Town & Gown Element Vision			
<p><i>“The complete and open sharing and exchange of information between The City of Clemson and Clemson University to allow decisions on planning proposals or projects to use City and/or University resources of man power, facilities, monies, and knowledge to the fullest potential and to continually increase the viability of the City and University growth along with the quality of life for residents, students, and University personnel.”</i></p>			
Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
Goal IX.1. Increase communication, openness, and transparency.			
Objective IX.1.1. Foster open communication, understanding, tolerance and support for students both academically and personally.			
<u>Strategy IX.1.1.1.</u> Establish a mentoring program for residents and students. Mentor students on being a good neighbor. Organize a “Get to know your neighbor” day during move-in week.	Clemson University (CU) Rental Management Companies Area Realtors Public Safety Departments	Short term	
<u>Strategy IX.1.1.2.</u> Establish an Osher Lifelong Learning Institute-like program to teach residents and students skills that are not learned in a normal classroom setting	Clemson University City Rental Program Staff	Short term	
<u>Strategy IX.1.1.3.</u> Create student/resident dialogue forums. Explore opportunities with fraternities, sororities and other service organizations.	Clemson University City Rental Program Staff	Short term	
<u>Strategy IX.1.1.4.</u> Communicate with students and let them know they are needed and encouraged to be involved in the community. Have a City presence at the “Volunteer Fair.” Give students a “cause “ or an outlet to become involved	Planning and Codes Dept.	Short term	
<u>Strategy IX.1.1.5.</u> Continue to look for opportunities to support and host events and festivals such as Spring Scene that can be attended by students, faculty, and residents. Perhaps a joint CU/City fest that spans downtown and Bowman Field and brings in merchants from outside downtown and showcases student organizations as well.	Clemson University Various City Departments	Ongoing	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
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Objective IX.1.2. Increase communication and transparency between Clemson University’s various departments and City departments.			
<u>Strategy IX.1.2.1.</u> Identify key stakeholders and contact info for agencies/individuals. Have an ex-officio member of City staff on the CU Planning Board and vice-versa.	Planning and Codes Dept.	Short term	
<u>Strategy IX.1.2.2.</u> Encourage transparency for enrollment and housing projections. Work to complete and regularly update the Town/Gown Data Spreadsheet.	Clemson University	Ongoing	
<u>Strategy IX.1.2.3.</u> Provide annual numbers of on-campus residents.	Clemson University	Ongoing	
<u>Strategy IX.1.2.4.</u> Inform the City of all plans to develop on-campus housing and other major projects in advance.	Clemson University	Ongoing	
<u>Strategy IX.1.2.5.</u> Should the University choose to increase undergraduate enrollment, consider maintaining the policy of freshman on-campus living and offer older students the opportunity to live on campus as well.	Clemson University	Ongoing	
<u>Strategy IX.1.2.6.</u> Have a member of the City Staff provide a brief presentation at quarterly CU Trustee meetings.	Clemson University City Administration	Short-term	
<u>Strategy IX.1.2.7.</u> Develop a City/University calendar that advertises major events. (Cross Reference V.5.5)	Clemson University City Administration	Short-term	
Objective IX.1.3. Increase or foster open communications for residents with City and University			

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
<u>Strategy IX.1.3.1.</u> Reeports and data shared between City and University should be made available to residents	Clemson University City Administration	Short-term	
<u>Strategy IX.1.3.2</u> Establish regular channels of communication between residents and University	Clemson University City Administration	Short-term	
<u>Strategy IX.1.3.2</u> Establish neighborhood council representation with the Clemson Community Coalition.			
Goal IX.2. Have the City and Clemson University partner to build projects together that are bigger and better than those which could be accomplished individually.			
Objective IX.2.1. Evaluate the opportunities for cost sharing, land sharing, and asset sharing and automatically incorporate these considerations into the planning process.			
<u>Strategy IX.2.1.1.</u> Establish a list of joint projects that have already been built or otherwise completed.	City Planning Department	Short-term	
<u>Strategy IX.2.1.2.</u> Establish and identify key stakeholders in each aspect of physical development projects.	Clemson University Planning and Codes Dept.	Ongoing	
Objective IX.2.2. Create channels of communication between various departments and agencies.			
<u>Strategy IX.2.2.1.</u> Regularly share project information at Joint City-University Advisory Board (JCUAB) meetings and other venues.	JCUAB	Ongoing	
Goal IX.3. Promote and build the Clemson University-City of Clemson Town/Gown relationship.			
Objective V.3.1. Foster a positive relationship between Clemson University and the City of Clemson.			

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
<u>Strategy IX.3.1.1.</u> Secure commitments from the Mayor and President of Clemson University for regular meetings.	Mayor President	Immediate	
<u>Strategy IX.3.1.2.</u> Encourage continued participation in the joint City/University exchange program and visit other universities/towns on a regular basis and annual attendance at the ITGA conference.	JCUAB	Ongoing	
<u>Strategy IX.3.1.3</u> Seek external opportunities to improve collaboration between entities (JCUAB, Clemson University, City)	JCUAB	Ongoing	
<u>Strategy IX.3.1.4</u> Evaluate and improve the mechanisms of the JCUAB to result in meaningful coordination of ideas and action.	JCUAB	Ongoing	
Objective IX.3.2. Cultivate close working relationships between staff in City departments and University counterparts.			
<u>Strategy IX.3.2.1.</u> Establish list of similar departments of the City and Clemson University.	JCUAB Planning and Codes Dept	Short-term	
<u>Strategy IX.3.2.2.</u> Host bi-annual workshops for each department.	Identified Departments	Short-term	
Objective IX.3.3. Update residents and students on the status of the Town/Gown relationship.			
<u>Strategy IX.3.3.1.</u> Have a rotating writer (student, faculty, city staff, and residents) address issues relating to Town and Gown relationships in the <i>Community Connections</i> and <i>Clemson World</i> . Explore having this be a jointly paid communication position that serves CU, the City, and citizens	City Administration Clemson University	Ongoing	
<u>Strategy IX.3.3.2.</u> Update the City and University websites to offer opportunities to residents and students to help build the Town/Gown relationship by working together.	JCUAB	Ongoing	
<u>Strategy IX.3.3.3</u> Celebrate the diversity the university brings to the City and host events to help better understand, assimilate, and embrace that diversity	JCUAB	Ongoing	
Objective IX.3.4. Include local business owners and residents in the Town-Gown relationship.			

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
Strategy IX.3.4.1. Establish a business incubator program/model to increase entrepreneurial opportunities and internships for residents, faculty, and students alike.	Chamber of Commerce JCUAB	Long-term	
Strategy IX.3.4.2. Utilize creative inquiry classes through Clemson University to help create business incubators with City, University, and local entrepreneurs.	JCUAB	Mid-term	
Strategy IX.3.4.3. As soon as possible, add a member of the City Chamber of Commerce or other business leader to the JCUAB.	JCUAB	Short-term	Done
Goal IX.4. Work together to provide open transportation communications and work together to form the best transportation network possible.			
Objective IX.4.1. Support the health and growth of the Clemson Area Transit Bus program.			
Strategy IX.4.1.1. Explore ways to increase student, faculty, and resident usage of Clemson Area Transit (CAT).	Clemson Area Transit City Administration Clemson University	Ongoing	
Strategy IX.4.1.2. Encourage alternate transit options for all new housing developments.	Planning and Codes Dept Clemson Area Transit	Ongoing	
Strategy IX.4.1.3. Require bus stops to be included for any development with 100+ students.	CAT	Mid-term	
Strategy IX.4.1.4. Work with CU to locate routes and stops to encourage CAT ridership.	Clemson Area Transit Clemson University	Ongoing	
Strategy IX.4.1.5. Work with Tiger Transit and CAT to develop one transit system versus competing ones.	Clemson Area Transit Clemson University	Ongoing	
Strategy IX.4.1.6. Work with CU and other educational institutions to fund more buses. Explore additional funding sources.	Clemson Area Transit Clemson University	Ongoing	
Objective IX.4.2. Provide adequate and appropriate parking.			
Strategy IX.4.2.1. City and CU work together to ensure that downtown parking and College Avenue to include side streets be available for downtown establishments.	Clemson University City Administration	Long-term	

Goals/Objectives/Strategies	Accountable Agencies	Time Frame for Completion	Completion Date
<u>Strategy IX.4.2.2</u> Encourage CU to no longer allow freshmen to bring cars to campus. JCUAB	City Administration City Administration City Administration Clemson University	Short term	
<u>Strategy IX.4.2.3.</u> Explore establishing parking restrictions Downtown to encourage alternate transit modes.	City Administration Clemson University	Short-term	
<u>Strategy IX.4.2.4</u> City and University work together to address parking/traffic issues and agree on solutions.			
Objective IX.4.3. Promote a more complete and effective citywide bikeway and pedestrian system.			
<u>Strategy IX.4.3.1.</u> Work with CU to create a seamless bikeway and pedestrian network.	Clemson University Planning and Codes Dept.	Ongoing	
<u>Strategy IX.4.3.2.</u> Work with CU to enforce biking rules on and off campus.	Campus Police City Police Dept.	Ongoing	
<u>Strategy IX.4.3.3.</u> Work with CU to create bicycle way finding signs in the City and on campus.	Clemson University Public Works Dept.	Mid-term	
<u>Strategy IX.4.3.4.</u> Work with CU to establish safe bikeway and pedestrian paths near Sikes Hall and downtown.	Clemson University Public Works Dept.	Mid-term	
<u>Strategy IX.4.3.5.</u> Continue to encourage on-bus bike racks and on and off campus bicycle parking facilities.	Clemson Area Transit	Ongoing	
<u>Strategy IX.4.3.6.</u> Support CU in their Bicycle and Pedestrian Friendly University Quest	Clemson University City Administration	Ongoing	

Figure IX-1. Clemson 2012 Regatta Winners **Error! Bookmark not defined.**
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